

MONOGRAPH 12

Supervision of Education for
Out-of-School Youth and Adults
as a Function of
State Departments of Education

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BULLETIN 1940, No. 6
MONOGRAPH No. 12

Studies of
STATE DEPARTMENTS OF EDUCATION

FEDERAL SECURITY AGENCY . . . PAUL V. McNUTT, Administrator
U. S. OFFICE OF EDUCATION . . . JOHN W. STUDEBAKER, Commissioner

UNITED STATES GOVERNMENT PRINTING OFFICE, WASHINGTON: 1941

For sale by the Superintendent of Documents, Washington, D. C. - - Price 15 cents

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Supervision of Education for Out-of-School Youth and Adults as a Function of State Departments of Education

Nature and Scope of This Study

THIS STUDY of the relationships of State departments of education to and their activities in the education of the adult and of the out-of-school youth must be somewhat arbitrarily limited. This is necessary in order that this study may accord with others in this series which deal with special phases of adult education.

The part played by the State school authorities in the field of parent education will be treated in a bulletin entirely devoted to that phase of adult education. The progress and activities of State school authorities in extending vocational education to out-of-school youth and adults, now receiving more and more attention in the State vocational education programs, will be described in connection with the discussion of the federally aided program of vocational education in the high schools. Such supervisory or administrative control as the State departments of education exercise over the library services of the States will be described in a study devoted to a consideration of the relationships of these departments to school and public libraries. Also, adult-education responsibilities of State departments of education such as teacher training and higher education generally will be dealt with in other publications.

This study will attempt to show the parts played by the State departments of education relative to general comprehensive programs of adult education, illiteracy eradication, and Americanization; adult-education programs of the Works Progress Administration* and the National Youth Administration; educational programs of the Civilian Conservation Corps camps; adult-education radio programs; public-forum programs; educational programs in State prisons; and rehabilitation education.

It is obvious from the various types of adult education outlined above as constituting the scope of this study that adult education, as the term will be used in this account, includes the efforts now being made to extend public education to groups of youth who are no longer the immediate concern of the public day schools, as well as those older persons commonly thought of as adults. In many States the State educational leaders are looking beyond the elementary and high schools to the satisfactory placement of youth in productive activity.

*The name of this agency has been changed to Work Projects Administration.

They are striving to find ways to continue and to supplement the educational and even the recreational opportunities and developments of youth until youth can assume a complete adult relationship to society. Except insofar as these extensions in the education of out-of-school youth are part of the federally aided program of vocational education, they will be included in this survey.

It will be the general purpose of this study to present information showing: (1) The legal or administrative status of the various fields of adult education; (2) the provisions made for a State supervisory personnel; (3) the objectives sought and the supervisory procedures most commonly and successfully followed; and (4) the major difficulties seen by the State school authorities as retarding or blocking progress in each field. In order to better understand what State departments of education are doing and have done in the field of adult education, efforts will also be made to throw some light on the historical development of existing programs and activities, to show the direction of the discernible trends, and to suggest the present scope of such education. Since the problems of supporting the programs of adult education are of prime importance to their development and progress, facts concerning the State's part in financing this field will also receive attention.

Since the official status of these various types of adult education is somewhat obscure in some of the States and is rapidly changing, the presentation of data must, for the most part, be descriptive rather than statistical. Illustration and example rather than absolute State-by-State analysis or presentation must suffice to give a general view of the situation. This study will have served its purpose if it provides information which will help educational leaders to obtain fairly definite pictures of what the States are doing to promote and supervise this important field of education, and if from these pictures they receive guidance on how to organize, control, and improve the work of the various agencies engaged in adult education in their own States.

A General Account of State Supervision of Adult Education

A thorough study of the rise and development of State supervision of adult education was recently made by Bloom.¹ He found that after the evening schools, originally maintained by private and philanthropic organizations, had become established as a needed public service, adult education developed according to the following successive steps:

¹ Bloom, Walter B. State provisions for adult education in the United States in the light of their history. Doctor's dissertation. Berkeley, Calif., University of California, 1931.

1. The establishment of evening schools.
2. The admission of adults to the regular public schools.
3. The establishment of vocational-training classes.
4. Free lectures in the public schools for the working classes.
5. Instruction for adult deaf and blind.
6. Immigrant education and Americanization.
7. Efforts to reduce illiteracy.
8. Rehabilitation service.
9. The establishment of State departments of adult education.

Provisions for and varying degrees of supervision over the development of evening schools constituted the first evidence of a concern on the part of the States for the education of adults, legislation for such schools dating back to 1835 in Ohio and to 1847 in New York and Massachusetts. Since these early beginnings, State action providing for evening schools has spread to nearly all of the States.² The trends of this development can be summarized as follows: (1) State legislation is coming more and more to regard evening schools and other forms of adult education as an accepted and necessary feature of public education; (2) the program of evening schools is broadening from that of providing rudimentary education in evening classes to such special groups as out-of-school youth, illiterates, and aliens to include all types of education for all types of adults, meeting in both day and evening hours; and (3) the growing practice of providing financial aid and supervision for this type of education through the State departments of education.

The evening school has become so widespread and so nearly an integral part of the local system of public schools that the State supervision provided this type of adult education cannot be discussed separately in this study. As will be seen later, in States having special adult-education supervisors on the staffs of their State departments of education, the evening schools have become largely the responsibility of such supervisors. In States not providing special supervisors for adult education, the evening schools receive supervision by the State from the regular elementary, secondary, and vocational education supervisors.

Even a superficial analysis of the supervisory roles played by the State departments of education in the development and operation of the adult-education programs now carried on in the several States will impress the investigator with a sense of the variety rather than

² For the most part funds to support evening schools must be provided from local sources. Costs for classes in the vocational fields, however, are usually partly reimbursed from Federal funds through the State departments of education. Twenty States provide funds to assist classes to remove illiteracy and the educational deficiencies of those unable to read or write the English language. Some of these States, California, Tennessee, and Washington, for example, provide aid for this type of education on the same basis as for elementary and secondary education; Delaware and South Carolina pay nearly all of the costs from State funds; Maine and Wyoming pay about two-thirds; Alabama, Massachusetts, Minnesota, and New York pay about half of the cost of such classes; Connecticut pays about 15 per cent; and in others the State aids provided involve specific formulas and vary from time to time. It follows that a certain amount of State administrative responsibility and supervision must accompany the granting of State funds.

the unity of practices. Some State school leaders have developed programs of adult education so broad in scope and so comprehensive in nature that they can already be said to be serving practically all types of adults, as well as all types of needs; others still limit their efforts to one or two aspects of the field. Some States have already succeeded in making the adult-education program an integral part of the public-school system, applying to it much the same types of administrative and supervisory controls and making similar provisions for State support as for the schools maintained for children; others still regard adult education as separate and adjunctive in character, needing specialized plans for its supervision and support. In some States the development and supervision of adult education has been for two decades or more a consistent concern of the State department of education; in others definite interest in this field has developed only recently, chiefly since the Federal Government started to support it through its emergency-education program.

Recent legislation to provide State supervision of adult education.

Certain States not included in the more extensive descriptions to follow have within the last 2 years secured new laws which provide the fundamental bases for the development of State-supervised programs of adult education. But these States have thus far made little progress in developing supervisory procedures or personnel organizations in this field. In some cases new laws were enacted in the hope that special Federal subsidies would become available to adult education. Progress will no doubt continue to be slow in these States despite liberal laws if such Federal subsidies do not materialize.

In 1939, in Oklahoma, a new law was enacted not only permitting the local school districts to make part-time adult education classes "a part of the public school system of the district, to be governed as far as practicable in the same manner and by the same officers as are provided by law for the government of the other public schools of the district," but permitting the use of public school funds and the charging of fees for the support of this type of instruction. It also permitted the school districts to make available to the part-time classes the regular school buildings and equipment and to purchase any additional equipment or supplies needed. Finally it empowered the Governor to accept and administer any Federal funds which may become available for adult education.

Mississippi enacted a law, taking effect July 1, 1940, "to permit the State board of education to establish an education program for adults and to use the public-school facilities for same and to meet the minimum requirements of the Federal Government in carrying on the adult education program." This law stipulates that "The aim and purpose of such a program shall be to reduce illiteracy and to provide a general plan of continuing education in the fundamental principles

of democratic society, citizenship, public affairs, forums, home and family life, arts and crafts, leisure time activities, general cultural subjects, and such other subjects as the State board of education shall prescribe for the social and economic advancement of adults." This law is regarded by the State department of education as an important step toward developing a permanent State program of adult education both because of the broad program of adult education it makes possible and because it provided \$20,000 biennially to advance this work. In a recent letter the State school authorities stated the following as their plans for using this appropriation:

1. Employ a State supervisor of adult education and a coordinator. The supervisor will have charge of the supervision of the Works Progress Administration adult-education program, and the co-ordinator will attempt to coordinate the Works Progress Administration adult-education program, and the State and county departments of education.
2. To provide teachers to teach in the summer conferences for the education of teachers of adults.
3. Pay expenses for about five outstanding persons located in different sections of the State to lead public affairs forums. This will be worked in conjunction with the Works Progress Administration adult education and the State Department.
4. To carry out two or three experiments in some of the counties in teaching illiterates.
5. It is hoped that we can use this money to such good advantage that at the next session of the legislature a much larger amount will be appropriated.

Minnesota also enacted new legislation in 1939 broadening the educational program which can be provided to persons over 16 years of age who are unable to attend the day schools. Prior to these new provisions the adult schools were limited to courses for alien and native illiterates. The present law permits instruction in all of the subjects taught in the regular schools as well as a wide variety of other cultural and recreational activities.

This State has for many years shared equally in the cost of the adult classes. This provision is continued in the new law. The State department of education thus far has done no more than consult with the local school authorities concerning the development and procedures of the adult classes, to receive and check the reports involved, and to apportion the State funds. The State director of "ungraded elementary schools" has general charge of this work.

Oregon, too, enacted a broad adult education law in 1939, but, as will be seen later, its program in this field is largely limited to the educational activities of the Works Progress Administration. This law expressly vests in the State superintendent the general control and supervision of the elementary and high-school instruction given to adults and makes him responsible for issuing teacher certificates in this field. While some of the actual supervision is carried on by

persons employed through Works Progress Administration funds, some is carried on also by the State department staff.

Unusual plans for providing State supervision to adult education.— Wisconsin is unique in that practically all of the adult education activities carried on in this State are supervised not by the State department of education but by the State board of vocational and adult education. While the activities of this board strictly speaking do not come within the purview of this study, it may be of interest to point out that this board has succeeded not only in developing as a part of its provisions for vocational education an extensive State-supervised program of general and vocational education for practically all types of adults, but the director of this board has also brought under his supervisory control the educational activities of the Works Progress Administration. This arrangement has done much to integrate the two types of educational programs supported partly through Federal funds. Moreover, it has been a consistent policy of those in charge of the work to round out this service to adults with courses and activities paid from local and State funds wherever this has been thought necessary.

Some State departments of education have done a good deal to promote and provide general supervision to programs of adult education within their States despite the fact that no special appropriations for these purposes are available and that only a small part of the time of one or more members of the State staff is devoted to this work.

New Jersey is a good example of this type of arrangement. For many years this State has fostered and given State aid toward the maintenance of evening schools to provide general education to out-of-school youth and Americanization courses to the foreign-born. These types of activities, however, have been supervised chiefly by the local school authorities.

During the last 10 years the State department of education has undertaken to organize "community adult schools" throughout the State. Thirty-nine such schools were conducted in 1938-39. The chief purpose of this type of school is to promote general culture among adults. According to reports "they attract substantial citizens as instructors and students."

A member of the staff of the State department of education conducted during 1938-39 one State-wide conference, four regional conferences, and numerous local conferences which were concerned with the organization, programs, instructional procedures, and other problems involved in carrying on community schools. They were largely attended by school administrators and principals.

In Massachusetts a broad program of adult education has been developed by the State department of education. Some idea con-

cerning the comprehensiveness of this program may be obtained from the following statement by the director of the State division of university extension, who has charge of this program: "The division will organize a class in any subject anywhere in the Commonwealth where there is a demand for it." As is suggested, however, by the name under which this division operates, the program of adult education provided by the Massachusetts State Department of Education is chiefly one of making available or facilitating high school, college, and other courses on an extension basis, i. e., instruction is provided in the several communities of the State either through classes run on the plan common to university extension work, or through correspondence courses supplied either directly by the State department of education or by the universities and colleges within or without the State. Most of these services must be purchased from the State, chiefly by the recipients of these types of instruction, and as a consequence the extension services of the Massachusetts Department of Education have been almost wholly self-sustaining for many years. In 1938-39, however, the department did supply free instruction to 1,333 persons who were institutional inmates, disabled soldiers, etc.

In addition to the broad program of adult education promoted by the department of education Massachusetts, through its university extension activities, has long provided a program of education for adult aliens. This latter type of adult education is a form of public-school service in that it is provided free in evening classes meeting in the public schools, and financial support is provided on a 50-50 basis by the State and the city or town school systems offering such instruction. Also this type of instruction must be supplied upon the written demand of 20 or more persons over 18 years of age. Since this program is limited almost entirely to the education of immigrants or foreign-speaking groups, it will be further described in a section of the report devoted to a discussion of this type of education, rather than here.

During recent years certain influences have come into prominence which have brought to the attention of State educational leaders the necessity of providing more training to adults in the arts and crafts. The State which has probably made the greatest progress in the development of adult education in the arts and crafts is New Hampshire. In 1930 this State created the New Hampshire League of Arts and Crafts, appropriating \$20,000 to facilitate its work. The object was to train workers in some of the older crafts and to establish stores and other machinery for the sale of the articles produced. The State department of education, through its supervisor of trades and industries, has not only cooperated in the development of the program of the league, but has assisted in the training of teachers in the desired

fields, and has approved partial reimbursement of some of the costs of instruction from Federal funds available for vocational education.

Through the New Hampshire League of Arts and Crafts training has been provided for the following types of production: needlework, weaving, cabinet making, jewelry making, carving, metalwork, and pottery making. Most of the costs entailed in the development of this program are paid out of the funds which from time to time have been appropriated to the league.

State councils of adult education to provide and supplement State supervision.—In some States efforts have been made, or are now being made, to develop a wider and a more closely coordinated program for adults through the organization and activities of State councils of adult-education. Such councils are formed both in States already having strongly organized, State-supervised programs in adult education and in those in which these agencies represent the only coordinating effort to evolve such programs. These State councils often include one or more members of the State department staffs. A brief discussion of the functions of these councils in promoting and developing adult education activities is included here because, as will be seen later in the study, these councils serve many of the same purposes as the State divisions or supervisors of adult education.

Because of the fact that a great many types of adult-education activities are in progress in every State, regardless of whether or not the State departments have undertaken supervisory responsibility for this field, it becomes important that some means be found whereby the agencies engaged in such activities mutually can guide, coordinate, and implement their various efforts. State councils of adult education are reported as serving the following major functions: (1) Make surveys of the adult-education needs of a State to determine the extent to which these needs are being met, and to find ways of supplying them; (2) provide opportunities for those in charge of the interested agencies to meet periodically for the purpose of solving mutual problems and coordinating each other's efforts; (3) organize and maintain a bureau or a clearing house for information important to those working in adult education; and (4) cooperate in adult-education activities in which more than one agency can jointly participate and benefit, such as teacher training, publicity programs, preparation of materials, etc.

The President's Advisory Committee on Education recommended in its report that in the event that Federal funds should be provided to aid adult education such aid should be made contingent upon a carefully and cooperatively devised plan. It suggested that "the plan for each State should be prepared with the assistance of a State

council of education, on which each major type of adult-education program of the State should be represented."³

According to a letter from Herbert C. Hunsaker, who has under way a study of the State adult-education councils for the American Association of Adult Education, the following States have already formed such councils: California, Connecticut, Illinois, Iowa, Michigan, Minnesota, Missouri, Nebraska, New Jersey, New Mexico, North Carolina, Ohio, Oklahoma, and Pennsylvania. Dr. Hunsaker listed the councils of Pennsylvania, Ohio, Michigan, and New Jersey as being particularly active. For purposes of this report, a description of the organization and activities of the Nebraska Council of Adult Education will be presented to illustrate the part this type of agency plays in this field of education. Nebraska was chosen for this purpose because this State formerly employed State funds and a State director of adult-immigrant education but now the council on adult education is the chief agency to promote and give direction to adult-education activities.

Nebraska enacted a law in 1927 which established a division of adult-immigrant education in the State department of public instruction and provided State funds for promoting and facilitating certain educational opportunities among the non-English-speaking adults of the State. When the Federal Government began its emergency education program in 1934, the State appropriations for this type of work were discontinued. Because of the increase in the funds actually becoming available for this type of education and because of the many types of adult-education activities possible under the Federal program, however, there has been since that year a great expansion not only in the scope commonly assigned to this field but in the number of State and other agencies and organizations which have become interested in it.

In August 1937 the State superintendent appointed a committee, consisting chiefly of certain members of his staff and of that of the State university, "to study the needs of adult education in the State and the way in which such needed work might be regulated by State legislation." This committee called a later State-wide conference which concluded that a permanent State adult-education organization was needed. A committee of 22 members to work out the plan of organization was created, and in October of 1938 a constitution was adopted establishing the Nebraska Council of Adult Education, whose purpose it would be "to awaken interest in and promote the development of adult education in Nebraska." The constitution provided for an annual State conference to discuss the problems in

³ Report of the Committee. Washington, U. S. Government Printing Office, 1938. p. 135.

this field and to plan their solution. It also created an executive committee to carry on the work during periods between conferences.

Three members of the State department of education have been identified with the Nebraska Council of Adult Education from its beginning, the deputy State superintendent serving as its secretary. Other agencies represented and participating in the work of the council were business and industrial organizations, the State university and agricultural college, the State parent-teacher association, the State league of women voters, the State teachers' association, the Works Progress Administration, several private colleges, and the public-school systems of a number of cities and counties.

Development, Organization, and Procedures in State Supervision of Adult Education

This part of the report will undertake, first, to describe in some detail and by States the developments, the personnel organizations, and the procedures which have been evolved for the promotion and supervision of adult education by certain selected State departments of education. The States included in this first section of this presentation were selected because they have developed most of the necessary legal structure and are following administrative and supervisory policies clearly calculated to promote broad, comprehensive, and permanent programs of adult education.

The units following this first and major section of this report will show the roles State departments of education have played in promoting and supervising certain more limited areas of adult education. Not only is the State supervision given to these areas of adult education, discussed in the later units of this report, limited to selected segments of the entire field, but it is likely to be administrative as well as temporary in character. Many of these more limited types of adult education, in part or wholly promoted and supervised by the States, came into being in response to or in consequence of national movements and developments which were themselves temporary in nature. For example, Americanization activities usually were stimulated by war conditions; spurts in illiteracy-removal campaigns often preceded the taking of the Federal census; many types of adult education have in recent years become the responsibility of State school authorities because of the educational activities proposed, financed, and in most cases chiefly supervised through the Works Progress Administration, the National Youth Administration, the Civilian Conservation Corps, and the public-forum projects. Some of the States are reporting that these special Government-aided types of adult education are so thoroughly demonstrating the need for education on this level that comprehensive, State-supervised programs of

adult education are emerging. More and more the State departments of education are concerning themselves with the broader aspects of this field, as will be seen by the following accounts:

States With Comprehensive Programs of Adult Education

California

A brief history of adult education in California.—The supervision of adult education by the State Department of Education of California began in 1920 when a law was enacted adding to that Department a "Department of Adult Education."

Under its leadership the Naturalization Law was passed in 1921, requiring all school boards throughout the State to provide instruction whenever 25 or more applicants for their first or second naturalization papers petitioned for such instruction. Two years later additional legislation was enacted which required the high-school boards to provide classes upon the application of a minimum of 20 adults unable to speak, read, or write the English language with a proficiency of the sixth grade. Another important step in the development of a comprehensive State program of adult education was taken with the law of 1931 which fixed specific apportionments in State aid for schools and classes for adults, providing much the same financial support for this level of education as for the regular public-school program. In addition this law provided for the establishment of special day and evening classes in a variety of subjects and in all local school districts, limited only by the demands for such instruction.

Finally, in 1939, a Community Recreation Enabling Act was passed in this State authorizing school districts and other civil units to promote and conduct such programs of community recreation as would contribute to the attainment of general educational and recreational objectives for both children and adults. The State department of education was charged by this law with the responsibility of advising and assisting the public-school and other civil authorities in establishing, developing, and maintaining systems of recreation in accordance with this act. With the extension of the State adult educational program to include recreational services, the program toward which California educators have been striving was completed, namely, to make available, through the public schools and supervised by the State department of education, educational services to fit the needs of adults, and out-of-school youth, as well as those eligible to attend the regular schools.

The California Association for Adult Education, as a result of a joint conference of representatives of the State department of education, the State university, and the State library, was formed in

1926. It became active immediately in initiating and promoting various general adult education activities through the various colleges and school systems of the State. The closest possible cooperation with the State department of education was a fundamental policy of the association from the first. The fact that the first chief of the division of adult and continuation education in the State department was also the founder and the executive secretary of the association guaranteed this close relationship. Moreover, the fact that the headquarters of the association was housed in the offices of the department was of great help to the association and facilitated this close cooperation.

Personnel provisions and organization for adult education in California State Department of Education.—A division of adult and continuation education has been created in the department of education primarily for the purpose of providing State supervision and direction to the general program of education of adults, but also to be responsible for the education of minors who are subject to the State compulsory continuation education laws. To this division also have been assigned numerous functions and responsibilities more or less closely related to all aspects of adult education. This division of the State department of education has its headquarters in Los Angeles, possibly because more adult-education activities are in progress in this locality than in all of the rest of the State combined.

The activities of this division are carried on by a chief of the division who has general responsibility for the entire field of adult education. He is appointed by and is responsible to the State superintendent of instruction. Approval of his appointment rests with the State board of education. In the division is a subordinate bureau of parent education with a chief, whose efforts are devoted primarily to the training of lay leaders of parent education groups. There is also a bureau of civic adult education, with a chief in charge, whose major function is to carry on Americanization work.

Objectives, activities, and problems of the division of adult and continuation education.—The specified functions and activities of this division of the State department of education are both numerous and diversified. In addition to the several school laws and regulations applying only to adult and continuation education, many of the laws and regulations relating to general public education in the State apply equally to the adult schools and classes, and therefore become the concern of this division. In addition to being charged with the responsibility of giving general supervision to all public continuation education activities of the State, the division has many administrative duties, such as formulating rules and regulations governing

this field of education, inspecting the schools, and the like. In some cases these administrative responsibilities are shared cooperatively with other divisions, especially the divisions of secondary education, of teacher-training and certification, and the commission for vocational education.

The emergency education program, too, has become an important part of the total program of adult education in this State. Practically all of its services are now carried on by persons working under the official direction of the State department of education and in close coordination with the State-supported program. Because the chief of the division of adult and continuation education has continuously served as the director of this federally supported program of adult education, California succeeded in developing a high degree of cooperation among the various adult-education activities carried on within its borders.

The division also has done a good deal to help in the preparation and administration of correspondence courses widely used in the Civilian Conservation Corps camps and the prisons within this State. During recent years the State adult-education authorities have also promoted the development of civic education among adults, primarily through the organization and supervision of special lectures in high schools and of public-forum activities, the latter being largely supported through Federal funds.

The following list was announced by the State department of education⁴ as summarizing the general objectives toward which the supervisors of adult education were striving:

1. To make all adults in California literate to the extent that they understand the information that is disseminated through the various agencies of publicity.
2. To develop a level of social intelligence which enables the mass of adults to act with discrimination in the face of organized programs of propaganda.
3. To make adults economically efficient and to rehabilitate the great numbers of people within the State who must have vocational training or retraining so that they may bear their own economic weight.
4. To offer an appropriate program of health and physical education to those adults whose effectiveness is lessened by ignorance of how to keep physically fit in adult life.
5. To educate parents so that their children will receive the greatest benefit through the influence of their home environment.
6. To democratize culture so that the major influence on our adult population will not continue to be that of the commonplace.
7. To enable adults to do better the things which they must do in their daily living.

⁴ Handbook on Adult Education, October 15, 1937, p. 1.

The following supervisory activities and functions were reported by the division of adult and continuation education as indicating the nature and scope of its work:

1. Develop policies and regulations relating to the establishment of evening high school, special day and evening classes, and to the approval of curriculums and courses in adult education; interpret the State laws and the State board of education regulations in this field.
2. Develop and clarify the objectives for a State program of adult and continuation education.
3. Examine for approval all claims for State appropriations on account of special day and evening classes in local high-school districts.
4. Provide general supervision and inspection for adult classes throughout the State.
5. Cooperate with the Bureau of Naturalization, the National Council on Naturalization and Citizenship, and other agencies engaged in developing an expanded naturalization program.
6. Prepare and distribute materials and textbooks helpful to teachers of adults, especially in the fields of literacy and social-civic education and other fields in which special materials are not generally available.
7. Conduct studies and surveys for the purpose of upgrading the adult-education program in this State; collect and analyze data in the various fields of adult education, especially enrollments, costs, and other data needed for the purpose of planning the program and making available significant information; cooperate with Federal agencies in making studies of the educational needs of out-of-school youth and other special groups.
8. Effect coordination among the various agencies which engage in adult education through cooperation with the director of the association of adult education and with other members of the State department of education.
9. Organize and direct the teacher-training programs carried on in cooperation with the State department and through the State educational institutions. Cooperate with teachers' institutes and other educational conferences. Develop standards for credentials, and for examination and approval of all those seeking to teach in the adult-education program.
10. Consult with special State committees on problems of curriculum, organization, administration, and teacher-training; serve as member of State curriculum commission; provide guidance to local school groups in determining the needs for adult education and in organizing suitable programs.
11. Maintain an advisory service to organizations and groups, such as parent-teacher associations, labor and business groups, and industries in developing special programs for adult education.
12. Provide general administration to the State-sponsored educational and research projects carried on in cooperation with local school officials and the Works Progress Administration, and supervise the staff of educational workers employed in connection with such projects as the organizing and writing of bulletins, handbooks, and other materials useful to school boards, administrators, and teachers of adult and continuation education.

The State department staff has indicated that it finds the following supervisory activities and procedures particularly effective in achieving the desired objectives of the adult education program:

1. The appointment of and frequent sessions with State-wide committees to study curriculum problems relating to the various fields of adult education and to develop curriculum material especially suited to their specific needs and purposes.
2. The organization of teacher-training programs for adult groups in various parts of the State and actual participation in such training activities by the department personnel.
3. The development and distribution of reading lists for the use of those participating in the adult-education program.
4. The sponsoring and development of radio programs.
5. And finally, the holding of group and individual conferences.

The chief problems reported as standing in the way of the progress of adult and continuation education in this State relate primarily to securing an adequate supply of trained teachers. First, since all persons must have special training and be certificated before they can be employed as teachers of adult schools and classes, the problem of obtaining a sufficient supply of qualified teachers is acute. Second, because these teachers are limited in employment to only two or three hours per evening, the total income from this source is often insufficient to attract candidates who will make the teaching of adults their chosen profession.

Financing adult education in California.—Since adequate support is so important to the development of a program of adult education and since the State adult-education staff has considerable amount of work to do with claims for State funds for this field of education, it is pertinent to summarize briefly the policies which govern the financing of this program. Funds for the support of the central staff are included in the regular appropriations for the State department. Schools and classes serving adults may be established by any elementary- or high-school district and State funds are allocated to aid in their support in much the same manner as for the regular schools. The formula employed in California takes into account the number of hours a class meets and the average daily attendance of those enrolled. For classes qualifying for Federal funds, a portion of the support comes from that source. About half of the funds come from local sources, the law permitting school districts to charge adult pupils (other than those in classes in elementary subjects, and in English and citizenship for foreigners) a fee not to exceed \$6 per term. The total collected must not exceed the cost to the district of maintaining this type of education. While there is a wide variation in practices, the average salary rate for teachers of adult classes is \$2 per hour. In 1937, adult education cost the State 27 cents per capita, or 1.07 percent of the total budget for public education.

Scope and composition of California adult education program.—The adult-education program of the State for the year 1937-38 included classes in the fields of agriculture, business and commerce, homemaking, trades and industries, arts and crafts, social civics and Americanization, health and physical education, recreation, and parent education. Social civics and Americanization work, which was the original purpose of the adult program, is still the most important when the number enrolling for such work is considered.

Connecticut

A brief history of adult education in Connecticut.—In 1919 a law was passed which authorized the State board of education to create within the State department of education a department of Americanization, and to employ a State director to promote and supervise the education of non-English-speaking adults. That law also authorized certain selected towns to employ local directors of Americanization classes whose appointment was to be approved and salary paid by the State board. Other legislation enacted soon afterward made it compulsory for the various school districts to provide free instruction to non-English-speaking adults upon written petition by 20 or more persons 16 years old or older. In 1925 an amendment to these laws provided that the State should pay one-half of the salaries of such directors, providing that the amount contributed by the State should not exceed \$1,500.

Prior to the enactments providing for the education of non-English-speaking adults, and parallel with them, a program of evening schools and classes providing general continuation education developed in Connecticut. Instruction of this type was intended for all persons of postschool age seeking to continue their education along lines other than those served by the colleges. As the federally aided program of vocational education developed it greatly increased the services of the evening schools. As these types of educational services to adults expanded, they demanded more and more supervisory attention from the State. The Americanization program and the evening-school activities were placed under the same State supervisors, and gradually all the educational efforts in behalf of adults were fused into a single State plan of adult education and generally supervised by the State supervisor of adult education.

A law was enacted in 1927 which provided that the State board of education should (1) establish a division to have charge of all *adult education* in the State department of education and should appoint a director thereof; (2) that the town and city school system should under certain conditions be permitted to appoint, on approval of the State authorities, local directors of adult education; (3) that the State should fix the salaries of such directors and pay as its share half of

the salaries not in excess of \$1,500 per such director per year; and (4) that all appropriations earlier provided for Americanization education should be transferred to this division of adult education and that all laws previously enacted and inconsistent with these provisions should be repealed. Thus did this State move step by step not only to provide an ever-widening program of adult education but it evolved a plan of State organization and supervision which would promote the integration of the various educational services provided to those beyond the regular school age. The large variety of educational services to adults provided through the Works Progress Administration, but supervised by the State department of education, no doubt contributed materially to the broadening of the program of adult education available in Connecticut.

Personnel provisions and organization for adult education in Connecticut.—The development and supervision of adult education in Connecticut is carried on by a supervisor and a junior supervisor of adult education under the direct control of the director of the division of instruction. The supervisor specializes in general adult education and the junior supervisor in the education of non-English-speaking and illiterate groups. The supervisor has been engaged in this work from its inception in 1929; the junior supervisor since 1923; and they devote full time to the various activities outlined below.

The State director of instruction fixes the qualifications of the State supervisors of the educational program of the Works Progress Administration, selects the personnel, and through the local superintendents of schools maintains general supervisory control of the educational activities carried on. All expenditures of funds, however, must be approved by the State director of the Works Progress Administration. Administrative policies and practices are worked out cooperatively by the two agencies.

In addition to the adult-education supervisors employed within the State department of education, in 1938-39 Connecticut employed 11 full-time town directors of adult education and 10 part-time directors. While these are nominated by and work under the direction of the town superintendent of schools, the State has the power to withhold approval of appointment as well as its share in paying the salaries of these persons. In a very real sense they serve as field supervisors and constitute an important part of the State program for supervising adult education. In 1938-39 the State paid \$17,705.44 of the \$37,710.88 paid as salaries to these locally employed directors of adult education.

Objectives, activities, and problems of the division of adult education in Connecticut.—The following problems were cited by the supervisor of adult education⁵ as those claiming the attention of the division of

⁵ Adapted from a typed report made for the year 1938-39 to the Connecticut Commissioner of Education.

adult education and its auxiliaries. Efforts to solve these problems constitute to a large degree, the objectives set by the State for the development of this field of education:

1. The problem of the proper integration and coordination within themselves of local and State programs of adult education (including public and private agencies).
2. The problem of the education of the public to the fact that adult education is not chiefly concerned with deficiency education, but has broader and more vital objectives.
3. The problem of obtaining adequate financial support for this field of education, based preferably on a percentage of the total school expenditures.
4. The problem of the enrollment in this work of more of the middle and upper-middle class people.
5. The problem of the establishment and recognition of the value of adequate programs of guidance in the adult-education program.
6. The problem of the inclusion in the adult education program of a reasonable number of cultural courses.
7. The problem of the greater use of the radio, the motion picture, and the public forum.
8. The problem of the general appreciation of the need for developing special techniques in adult instruction.
9. The problem of inculcation of interest and enlightenment in the social order and in social responsibility.
10. The problem of the organization of adequate courses to "bridge the gap" between classes for non-English-speaking adults and general evening-school classes in many subjects.
11. The problem of absorbing into the State program of adult education the Works Progress Administration or Federally supported classes which have proven successful.
12. The problem of working out locally a curriculum for 75 nights which will recognize the fact that 50 percent of the pupils will attend once a week, 40 percent twice a week, 8 percent three times a week, and 2 percent four times a week, and which will be readily adaptable to these conditions.
13. The problem of the establishment of more afternoon classes for women.
14. The problem of the establishment of a State council of adult education.
15. The problem of the establishment of local councils of adult education.
16. The problem of the adjustment of local programs to the practical needs of local life with a democratic procedure in selection therein.

The following procedures and activities were listed by the State adult-education supervisor as demanding most of the time and energy of the adult-education division during the year 1938-39:

1. Visited all towns having evening schools as well as many of the classrooms, and made written reports and suggestions to the superintendents concerning teaching techniques, content of courses, and administrative problems.
2. Held frequent State-wide and group meetings with town directors of adult education.
3. Attended and participated actively in the development, conferences, and other activities of the following organizations: The State council of adult education, the State recreation association, the State committee

on education for traffic safety, and the State teachers' association; many public forum groups and other public meetings were also attended and addressed.

4. Prepared and sent out circulars, registers, and other materials relating to various adult-education problems.
5. Taught summer-school courses to train teachers for both general adult-education work and for the teaching of non-English-speaking classes.
6. Cooperated closely with and exercised considerable supervision over the adult-education activities of the State Works Progress Administration.

The following administrative activities in the field of adult education were either carried on separately by the division of adult education or jointly with other divisions of the State department of education: Audited and approved expenditures for adult education; investigated and approved the appointment of local directors of adult education; inspected junior colleges for authorization to grant degrees; developed and put into effect plans for accrediting courses taken in evening high schools; evolved improved requirements and procedures so that persons with desirable leadership ability and experience can receive credit for same in lieu of training toward certification for adult teaching positions; worked out plans for giving achievement tests to Civilian Conservation Corps boys seeking grammar-school certificates; and developed courses in traffic safety for all school levels, including adult education.

Most of the adult-education problems with which the State school authorities of Connecticut are chiefly concerned already have been suggested by the lists of objectives and activities of the division of adult education. The only additional problem emphasized by the State director is that of coordinating the activities of, and developing closer cooperative relationship among, the various public and private agencies which in one way or another are active in this broad field of education. A State-wide survey already is under way to obtain a true picture of conditions. It is expected that the development and growing importance of a recently organized State council of adult education will do much to bring these various agencies into a closer working relationship, help to avoid duplication of effort, and eventually evolve a coordinated plan of service determined by existing needs.

Financing adult education in Connecticut.—The plan for giving financial aid to adult-education activities is complex in Connecticut. In addition to the amounts paid toward the salaries of the local directors of adult education, the State provides a grant of \$4 per person in average daily attendance for a minimum of 75 sessions of 2 hours each and a prorated amount for additional sessions attended. Certain conditions are fixed and adjustments made for classes in the smaller centers which have difficulty in meeting some of these minimum requirements.

The total cost to the State for general evening-school classes and instruction of non-English-speaking adults, including grants for salaries of local directors of adult education and salaries and expenses of State supervisors in this field, was \$49,500 in 1938-39, which amounted to about 10 cents per pupil per hour of instruction or less than 0.4 percent of the State budget for education. Adult instruction must be provided free. All teachers must have teacher's certificates, and those teaching the non-English-speaking classes must show special training for the work. The local directors of adult education have promotional, consultative, supervisory, and administrative duties; only in case of emergency may they teach classes.

Scope of the adult education program in Connecticut.—The following facts will indicate something of the scope and of the major types of adult education under the supervision of the adult-education service in Connecticut. In 1938-39 a total of 35,433 persons registered in the State-aided program of adult education. Of this number 9,169 were registered in elementary classes for non-English-speaking and illiterate groups, taught by 215 teachers; the remaining 26,264 were registered in evening schools, taught by 350 instructors. These evening schools provided instruction in 66 subjects and activities, many of secondary-school rank, or at least intended for youth or adults already having a basic educational foundation.

Delaware

Brief history of adult education in Delaware.—This State has long been distinguished for its accomplishments in adult education. Because of the interest in this field and the financial aid given to it by leading citizens of the State, a large proportion of its people early became alive to the need of this type of education. And because of this widespread awareness the State soon accepted supervisory responsibility for it. Moreover, this State was able through the work of certain social and civic organizations early to extend adult-education opportunities to practically all parts of the State, including the rural communities.

A program of Americanization and immigrant education was instituted under private auspices in 1918. So popular was this program that in 1919 a law was enacted which authorized local school districts upon application of 10 or more foreign-born residents 16 years of age or over to provide classes at State expense in English and in the laws and institutions of the State and the Nation. A State department of immigrant education, separate from the State department of education, was created by this law to administer its provisions, in charge of a director whose duty it was to organize and supervise such classes. The time for holding classes for adult immigrants was first limited to the evening hours of the winter months; amendments next permitted

the use of morning hours, extended the program to the summer months, and finally made the whole day of any season available to such classes. This instruction was provided in the homes and in the factories as well as in city and rural school buildings.

In 1925 the law authorized the inclusion in the elementary classes of native-born illiterate adults; and in 1928, according to the State superintendent's report for that year, the "State-supported program of adult education was expanded to include any form of education activity that met the desire of the adult residents of the State for intellectual, civic, and social growth and development." The department of immigrant education was brought under the State board of education in 1928, becoming a bureau in the department of public instruction.

Since 1928 there has been a growing interest both among those promoting and those attending the adult-education classes in music, art, crafts, civic problems, vocational problems, and community-center activities. In the last few years more and more emphasis has been given to recreational activities to help certain groups to achieve better social adjustment and to train all adults in the proper use of leisure time during this period of industrial change. While there is still much emphasis upon the Americanization of the foreign-born, increasing efforts are now being made to improve the educational equipment of all groups to meet modern social and economic problems, especially the Negro and other low-income groups needing more practical knowledge or skills for dealing with daily farm and home problems.

Personnel provisions and organization for adult education in Delaware.—There is now in the State department of education a division of adult education and a service bureau for foreign-born. The work of these two agencies is carried on by one director and such clerical assistance as may be needed. But there are several conditions in Delaware favorable to the success of an adult-education program: (1) The State is small in area; (2) the adult-education program is almost wholly financed by the State; (3) the department of education has supervisors in the field who supervise all phases of public education; and (4) there is an advisory adult-education council. The head of the two adult-education agencies has the title of director of Americanization and adult education.

Objectives, activities, and problems of the bureau of Americanization and adult education.—For the year 1938-39 the following objectives and fields of activity were listed by the director of adult education⁶ as claiming most of the time and energy of this division:

1. The assimilation and naturalization of the foreign-born.
2. The reduction of adult illiteracy.

⁶ Annual Report of the Delaware Department of Public Instruction for the year ending June 30, 1939, p. 253.

3. The development of increased vocational efficiency among home-makers, teachers, office workers, farm operators, unemployed young adults, and others needing additional or special types of education.
4. The direction and leadership of programs for the constructive use of leisure time.
5. Through the development of closer home and school relationships, and of parent-education activities, the division seeks to secure more adult participation in the program of public education and wider use of public school buildings.

In addition to the activities implied in the above list of objectives, the director of adult education conducts conferences of teachers of adults; prepares and distributes publications and other materials on adult education; promotes exhibits of the products of arts and crafts classes, and encourages dramas, folk festivals, and special celebrations in which adults may participate; fosters lecture courses, National Youth Administration projects, leisure-time education, and the like; and cooperates in various ways with the State vocational-education program.

One of the most effective agencies used by the State department in making its influences felt throughout the State is the advisory council on adult education, consisting of one representative from each educational center of the State and from certain interested State organizations. This council, formed in 1928, has functioned continuously since. In recent years it has been known as the Delaware State Committee on Americanization and Adult Education.

The adult-education program also has received much help from the Delaware Parent-Teacher Association, the National Grange, the Home Demonstration Clubs, and the Delaware Citizens' Association. Most of the work of the director is done through these organizations. A unique achievement in adult education claimed by Delaware, largely as a result of this effort to organize and use the services of interested citizens, is the spread of this type of education to the most remote rural communities of the State.

Financing adult education in Delaware.—In many respects leaders of adult education have always considered themselves fortunate in this State because of the definite and simple formula followed in providing for the financial support of this work. The plan stipulated that 1 percent of the entire appropriation for public education should be devoted to the support of nonvocational adult education. This was to provide for the supervisory services needed as well as for the employment of teachers of adult education. For the biennium of 1939-41, however, the budget committee recommended, and the legislature provided, that only one-half of 1 percent of the public-school funds shall go to this program.

New York

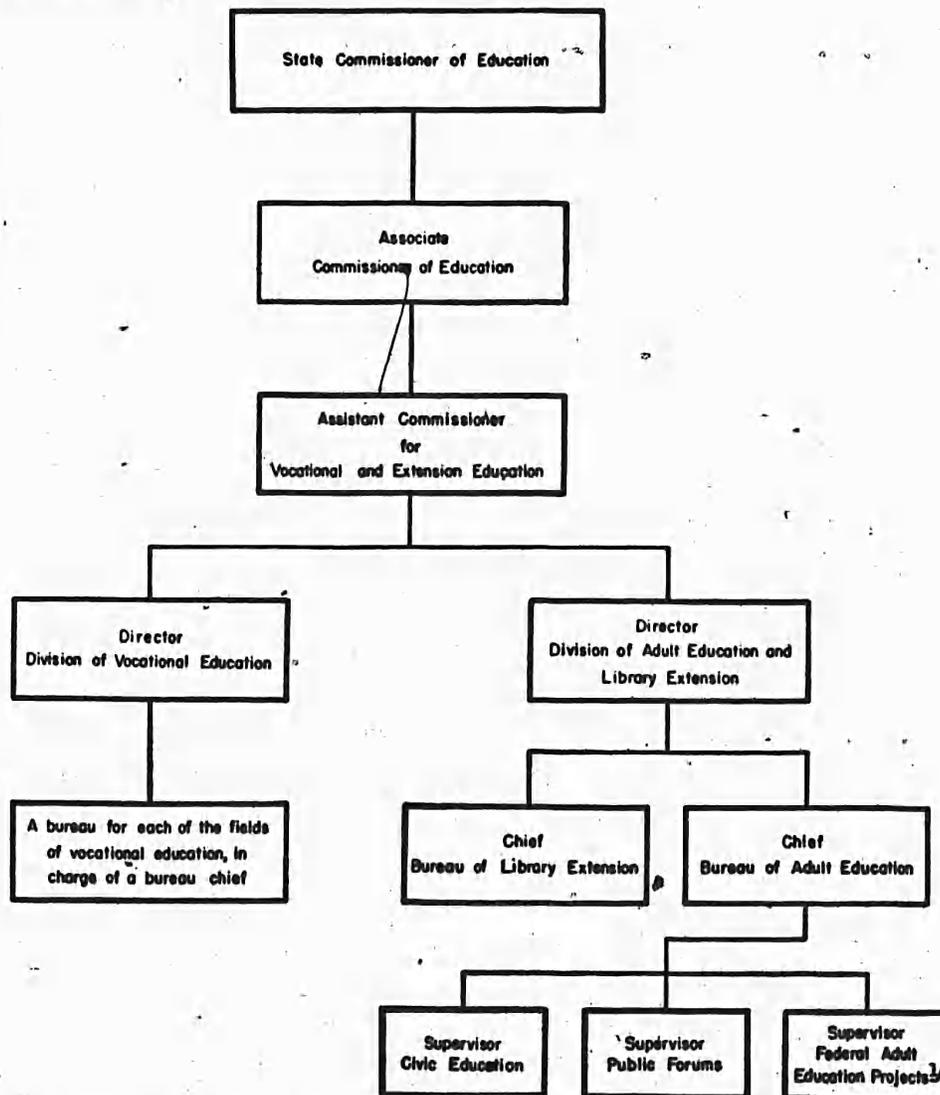
A brief history of adult education in the State of New York.—This State was probably the first to assign a full-time officer of the State department of education to the development and supervision of the adult-education activities carried on within its borders. This development occurred about 1918 when a law was enacted requiring persons between the ages of 17 and 21, unable to speak, read, or write the English language at a level equivalent to the fifth grade, to attend day or evening classes. Within the next few years additional laws were enacted which permitted school boards "to promote the extension of education among illiterates and non-English-speaking persons" regardless of age, and stipulated that such instruction was to include courses in "English, history, civics, and other subjects tending to promote good citizenship and to improve vocational efficiency." These laws also definitely directed the State commissioner of education "to establish and provide for the maintenance and conduct of courses of study * * * for the purpose of training teachers * * * to fit them to instruct foreign-born and native adults and minors over 16 years of age in evening, extension, factory, home, and community classes." Funds were provided almost from the beginning both for the State supervision necessary for this growing field of adult education and for aid to the school districts maintaining this type of education. Special appropriations for aid to adult-education classes were discontinued during the reorganization of the school finance program beginning in 1927.

Since 1928 the city school boards have been required to conduct, free of cost to the recipients, both evening- and day-school classes, provided only that there are 20 or more youths 17 to 21 who are so deficient in education as to be compelled to attend such classes or that there are 20 or more persons who petitioned that such instruction be made available. In 1935 the present adult-education law was enacted, enabling school boards "to provide a general program of continuing education in all its aspects for the improvement of the civic, vocational, and general intelligence of adults and to enable them to make wise use of their leisure time." Under this general law these boards may now provide a comprehensive program of citizenship classes, general adult classes, and recreation and leisure-time classes.

The law of 1935 also gave broad powers over this field to the board of regents, providing that: "The regents may extend to the people at large increased educational opportunities and facilities, stimulate interest therein, recommend methods, designate suitable teachers and lecturers, conduct examinations and grant credentials, and otherwise organize, aid, and conduct such work."

Personnel provisions and organization for adult education in the State of New York.—A bureau of Americanization education was created in

the New York Department of Education about two decades ago. Later, through the broad powers given to the State board of regents and the commissioner of education to employ the necessary personnel and to abolish, consolidate, and reorganize divisions, this bureau was joined with the bureau of vocational education and other activities to form an enlarged service under the caption "vocational and extension education." As the educational services to persons of post-school age broadened in scope, more and more duties were assigned to the original bureau of Americanization until in 1927 it became the bureau of adult education. It functioned under this designation until 1937 when it was joined to the bureau of library extension to form the present division of adult education and library extension. The present line of State supervisory responsibility for adult education is presented schematically in the following chart:



¹ The educational programs of the Works Progress Administration which had been supervised by the State assistant commissioner of education for vocational and extension education were turned over to the local communities beginning with the school year 1939-40. The State education department now has almost wholly withdrawn from this field.

There are a chief and three supervisors in the bureau of adult education who devote their entire time to this field. Each of the supervisors has specialized in selected areas of this broad field. One has given special attention to civic education, another to forums, and the third to Federal projects. But each also supervises all types of adult education carried on in the particular communities of the State to which he may from time to time have occasion to go.

Objectives, activities, and problems of the bureau of adult education in the State of New York.—The chief objectives reported as guiding the actions of the bureau of adult education of New York State are: (1) To promote the development of adult education; (2) to carry on certain administrative and supervisory functions; and (3) to train teachers both before entering this work and while in service. The State's objectives in this field are general in character.

The bureau of adult education reported that State supervision in this field was carried on chiefly by the visitation of adult schools and classes; by participation in local, regional, and State adult-education conferences; and by the preparation of teaching materials and guides useful to those working in this field. During the 1939-40 school year two-thirds of the time of the adult-education supervisors was reported as being devoted to visiting classes and conferring with teachers of adults. The work of the bureau also included the supervision of the educational program financed by the Works Progress Administration. That program, however, has recently been given to the local superintendents of schools to supervise. In addition to the supervisory activities described above, this bureau has a great many administrative duties, such as fixing the qualifications of teachers of adults; developing courses for training such teachers; outlining curricula for various types of adult schools; and fixing standards governing size of classes and length of sessions.

The chief problems reported by those evaluating the adult-education program of New York State were (1) the smallness of the State staff and its consequent inability to provide the guidance and supervision needed by the local leaders and teachers in this field, and (2) the difficulties resulting from the failure of the State law to recognize the broad program of adult education as an integral and permanent part of the whole system of public education, especially as concerns the matter of needed State financial support. There has also been a very difficult problem involved in securing teachers adequately trained for the various types of adult education carried on by the Works Progress Administration.

Financing adult education in the State of New York.—State funds consistently have been provided in the budget for the State department of education for the administration and supervision of adult education. During recent years the records show amounts allocated

to the bureau of adult education ranging between \$20,000 and \$25,000 annually.

During the early developments of this field of education, State aids also were provided, on a 50-50 basis, to the local districts maintaining certain types of adult instruction. The law requires that all night schools shall be free to residents of the school districts. At present, the local school boards must support almost entirely from local funds the educational activities for adults carried on in their communities. The only exceptions are the direct State grants for immigrant education and for vocational education.

North Carolina

A brief history of adult education in North Carolina.—In this State adult education dates back to the "moonlight" school movement of 1914-15. This State early became concerned about the great amount of illiteracy among both its white and Negro populations. From 1914-15 forward much work was done by volunteer groups aroused to participate in the various campaigns by determined leaders in this field. As early as 1917, however, the legislature provided \$25,000 for the biennium to promote, through the State department of education, the teaching of adult illiterates. Under the stimulus of this appropriation a State director was appointed and the work quickly extended to 30 counties of the State; during the next year 15,000 persons in 66 counties were reported to have been reached by the program. From the beginning "community schools" were organized to provide not only instruction in the 3 R's but to improve generally the lives, the homes, and the communities which they served.

But the program had to return to a local and volunteer basis when in 1921 no State appropriation was made for it. Such volunteer effort was forthcoming, however, flourishing particularly in Buncombe County. The work in this county increased until in 1927 civic, social, patriotic, fraternal, and religious groups not only gave instruction and leadership to large numbers of adults but they contributed \$12,000 in cash toward the support of this work. In 1928 the Governor appointed a State literacy commission, the State university held adult-education institutes, and the State Federation of Women's Clubs organized an adult education committee.

When the Works Progress Administration provided Federal funds for adult education in 1933, the ground work had been so well laid that within a year nearly 2,000 teachers in this State were engaged in leading adults in homemaking, parent-education, vocational education, worker's education, and leisure-time activities. From the beginning the administration and supervision of this vast program was sponsored and participated in by the State department of education.

In 1937 a law providing State supervision of adult education was again enacted, and this type of education was made a definite part of

the public school system. This new law provides: "That the State Board of Education is authorized to provide rules and regulations for establishing and conducting schools to teach adults, and the said schools when provided for shall become a part of the public-school system of the State and shall be conducted under the supervision of the State superintendent of public instruction." The remainder of the law appropriates funds to carry out the provisions of the act and repeals any previous or conflicting legislation.

Personnel provisions and organization for adult education in North Carolina.—The division of the State department of education now having supervisory responsibility for adult education in the State of North Carolina was created somewhat prior to the enactment of the law of 1937, making the present State-aided program of adult education a possibility. In 1936 the educational programs of the Works Progress Administration and the National Youth Administration, which had formerly been directed by the same person, were separated and a new director was appointed to take charge of the former. When the State-aided program was created in 1937, the director of the Works Progress Administration education program was also made director of this new endeavor, becoming a member of the State Department of Education. This centering of leadership resulted in a rapid expansion of the adult education services aided jointly by the State and Federal Governments.

While there is a fairly large division of adult education at work in the State department of education, only the director is regarded as a member of the department staff. In addition to the director, this division has an assistant director, a field representative and literacy specialist, and two State supervisors, all of whom are paid out of Works Progress Administration funds. There are also several county supervisors of Works Progress Administration education who assist in the supervision of the adult education activities aided from State funds.

Objectives, activities, and problems of the division of adult education.—The basic objectives announced as motivating the adult education program in North Carolina are: (1) To help individuals to enrich their lives, to adjust themselves to changing conditions, and to make the most of their human resources; and (2) to build an effective, unified, and permanent adult-education service which will meet the needs peculiar to the people of the State.

The following supervisory activities of the division of the State department of education were reported as those used most effectively in achieving these objectives:

1. Sponsor and participate in working conferences. These consist of individual conferences with teachers and supervisors, monthly teachers' meetings, bimonthly sessions of supervisors, and work shops conducted

- regionally to improve teaching or held at the universities and colleges for certificate credit. Demonstrations by successful teachers were also frequently employed.
2. Develop and promote special projects. These are efforts to motivate adult-education work by aiming group activities toward some end result, such as the preparation of community programs or school adult-education days, organizing celebrations of special occasions, and the presentation of dramas, exhibits, and the like.
 3. Organize and guide the activities of State, county, neighborhood, and student councils of adult education with a view to the coordinating of activities of the various agencies interested in conserving adult and youth resources and to securing mutual cooperation among agencies interested in adult education such as: The public schools, the North Carolina Employment Service, the State departments of public welfare and health, the Civilian Conservation Corps, the National Youth Administration, the prison authorities, and the various women's organizations.
 4. Develop reading lists, teaching materials, and manuals for those preparing for or working in the field of adult education.
 5. Create unity among and provide guidance and direction to adult supervisors and teachers through memoranda, information sheets, bulletins, news circulars, and the like.
 6. Cooperate with the university and the colleges of North Carolina in providing an in-service correspondence course to teachers of adult classes.

Besides these supervisory activities the division has many administrative duties, such as making and acting upon application forms proposing the establishment of adult classes, approving the courses to be given and the teacher to be employed, and controlling and checking on the use of funds. The State-aided program provides that any city or county school system may, upon approval, organize classes in adult education and secure State support for the teaching and supervision of such classes up to 50 percent of the funds expended.

The chief problems confronting the State-aided program of adult education in North Carolina listed were:

1. Funds are insufficient. State school authorities believe that the present State appropriations are too small to achieve the desired results in the field of adult education.
2. Teachers are not adequately trained for their work. Teachers and others must become better qualified to serve the specific needs of the adult education program.
3. Pre-school units are needed. For more effective work in family life and home education, provisions should be made in the adult education program for preschool units to serve as laboratory or study centers.

The chief problems cited in connection with the Works Progress Administration program are:

1. Frequent reductions and shifts in the personnel of local supervisors and teachers create many difficulties.
2. Funds for certain specialized services are needed if Works Progress Administration classes are to be as successful as they could be; e. g., funds to

assist in the transportation of teachers and supervisors, suitable teaching equipment, etc.

3. In many county and city school systems no program of adult education has as yet been developed; it is most difficult to get classes on this level started in certain communities.
4. The general public has not been given sufficient information concerning the value of adult-education services.

The following types of education, recently reported by the State school authorities of North Carolina as comprising the program of adult education, will provide a fair idea of its scope and comprehensiveness. It includes both the State-aided and the Works Progress Administration work in this field. The order in which the major activities are listed below will suggest the relative importance of each activity, as determined by the number of persons reached by each:

1. A coordinated literacy campaign.
2. General adult education.
 - (a) Citizenship and public affairs.
 - (b) Safety, first-aid, and health education.
 - (c) Avocational and leisure-time activities.
 - (d) General academic advancement.
 - (e) Cultural development.
3. Homemaking (other than the George-Deen program of the high schools).
4. Vocational education (other than the George-Deen program of the high schools).
5. Parent education.
6. Workers' education.

Financing adult education in North Carolina.—For the biennium 1938-39 the State made a special appropriation of \$25,000 to the State department of education. Its chief purpose was to provide aid on a 50-50 basis to those county and city school systems which should maintain adult education classes qualifying under the conditions approved by that department. For 1940-41 this appropriation was raised to \$30,000. It is used chiefly to supplement and to fill the gaps in the Works Progress Administration program of adult education. A great many of the public-school teachers have contributed their services free in response to the coordinated literacy program sponsored since 1938 jointly by the State university, the State department of education, and the various colleges located within the State. Effective help has also been given to the development of adult education in this State by the North Carolina Adult Education Council appointed by the Governor in 1938.

Pennsylvania

Brief history of adult education in Pennsylvania.—In this State the program for the education of the out-of-school youth and the adult has been made an integral part of its system of public instruction by

the laws of the Commonwealth. In developing this extension of public education beyond the elementary and secondary schools, the State department was concerned primarily with such provisions in the educational system as: The assimilation and improvement in social competence of the immigrant or non-English-speaking groups; the removal of illiteracy; the rehabilitation of the disabled; and the training and reeducation of those placed in emergency situations because of social and economic changes. But always there has been the objective of providing for youth and adults beyond the compulsory school age a wide variety of educational opportunities which will equip them for more successful living through the improvement of their educational, social, cultural, and recreational effectiveness. As a result of these emphases the program of adult education in Pennsylvania has become as broad in scope and as varied in nature as are the interest and the needs of its people.

While this program of extension education for youths and adults was not fully recognized as a part of the State program of free public instruction until 1925, previous legislative enactments had recognized responsibility for adult education as early as 1842. Through amendments to the public-school laws and the repeal of certain prohibitory provisions, considerable progress was made from 1850 to 1919 in extending the services of publicly supported evening schools to older out-of-school children and to foreigners and similar groups constituting special educational problems. In the latter year the counties were authorized to provide instruction in citizenship and in the principles of the Government of the United States to the foreign-born not of public school age in all parts of the State. This led to broad legislation in 1925 which provided "for the equalization of educational opportunity and the encouragement of the study of citizenship by recognition of extensive education, for boys and girls who are employed and for adults, as a function of the public schools of this Commonwealth; and to facilitate the proper organization and administration of such extension education; making extension education an integral part of the State public-school program, and providing for the mandatory organization of extension classes, the establishment of standard evening high schools, a minimum salary schedule for extension teachers, and State aid to school districts for the maintenance of extension schools and classes equivalent to that provided for day schools." This simple law became the basis not only for the comprehensive program of adult education evolved in this State but in carrying out its provisions it called for much the same type of administrative and supervisory attention from the State department of education as the regular schools.

In 1927 legislation was enacted to permit the leasing and otherwise making available to adult groups of public-school and college grounds, buildings, and equipment for social, recreational, and other purposes. Laws enacted since 1927 lowered from 20 to 15 the number of petitioners 16 or more years old necessary to compel the school districts to provide adult education and included among the fields in which such education must be provided on the demand of such petitions the following: (1) All kinds of educational, recreational, and social services maintained in the elementary and secondary schools of the State; (2) English and citizenship education for immigrants and native illiterates; (3) adult civic education; and (4) parent education. Recent legislation has also created a State plan of directed correspondence study which makes it easier for rural and isolated persons to take advantage of the adult education opportunities generally available to others. This plan provides for approval by the State department of education of schools offering correspondence courses and the courses to be taken; it provides procedures for evaluating and accrediting the work completed; and it provides for State reimbursements equivalent to those provided by law for the maintenance of class work. In short, it provides from the State much the same types of supervision and financial assistance for correspondence education as for other types of adult education.

Personnel provisions and organization for adult education in Pennsylvania.—Among the several divisions and special services grouped in the bureau of instruction of the State department of education, there has been created a division of extension education. It is in charge of a chief and is provided with the necessary clerical assistance. Since all adult education provided by the public schools and classes of the Commonwealth is regarded as an integral part of the State program of free public instruction, it follows that this division is coordinate in the organization of the department with the division of elementary education, the division of secondary education, the division of special education, and the several divisions of vocational education. It has direct supervision over all the adult-education activities of the department except those of vocational rehabilitation and those provided to an increasing degree for out-of-school youth by the vocational education program developed under the Federal aid system. It also has responsibility for providing guidance and for helping to extend to adults the educational opportunities in these vocational fields.

In addition to supervising the State-aided program of adult education, the extension division has the responsibility for advising and cooperating with the university and college extension activities of the State and for maintaining a consultative relationship with the State

library and museum. Cooperative relationships have been maintained with the Works Progress Administration and other Federal agencies and activities such as the Civilian Conservation Corps, the National Youth Administration, and the public-forums project. Since the founding of the Pennsylvania State Association for Adult Education in 1936, the division has worked in and through this association for the extension and coordination of adult education.

Objectives, activities, and problems of the extension education program.—Since the responsibilities of the State department of education for the program of extension education are administrative and promotional rather than supervisory in character, it follows that the objectives of this program have been chiefly concerned with the development of the many services available under the existing laws relating to adult education, and with the task of securing the new laws and the amendments to old laws necessary to establish the greatest possible unity between this and the other aspects of public education. The major purpose of the State division of extension education has been to raise the standards of adult education and to create the necessary machinery for making such improvements possible. The following were reported by the chief of the division in 1938⁷ as his major activities and achievements during the 2 years immediately previous:

1. The formulation and approval of a State plan of directed correspondence study for the formal educational activities of day secondary schools, evening secondary schools, summer-session service, and home study. This program employs the directed-study plan and meets the interests, needs, and capacities of all students, irrespective of numbers enrolled, without unduly increasing the per capita cost of instruction.
2. Legislation adding parent education as an additional mandatory field of free public instruction within the State program of extension education.
3. Legislation definitely providing for education, recreational, and social service for out-of-school youth and adults equivalent to that provided for day elementary and secondary students.
4. The organization and the appointment of a State committee to develop a State program of adult civic education through public forums.
5. The creation of a joint committee of the departments of welfare and public instruction to plan for a more effective program of educational and recreational activities for penal and correctional institutions within the Commonwealth.
6. First steps in the approval by the department of public instruction of educational work maintained in penal and correctional institutions.
7. The planning and initiation of a 5-year leadership-education program for adult-education teachers and leaders at Temple University, leading to the bachelor's and master's degrees.
8. The establishment of a special 4-year curriculum in adult education at the Shippensburg State Teachers College.

⁷ Biennial Report, Superintendent of Public Instruction, Pennsylvania, 1938. P. 214.

9. Legislation providing for an enumeration of aliens and all who are illiterate in English, to be taken in 1938, 1940, and at least every fifth year thereafter.
10. The organization of a State association for adult education for the purpose of coordinating the broad and diversified services of adult education agencies within the Commonwealth.

In addition to the various activities carried on in connection with these developments, the chief of the division of extension education in Pennsylvania visits adult-education classes, conducts researches in this field, teaches leadership classes in summer schools, prepares bulletins and manuals, provides guidance to those seeking to enter this level of educational service or to benefit from it, counsels and advises with various groups and organizations of adult education, and plans and conducts in-service institutes for workers in this field. He also has duties concerned with such administrative problems as the accreditation of adult summer and evening schools; the fixing and enforcement of certification⁸ and minimum-salary regulations for teachers of adults; the development of courses of study based on the practical needs and capacities of adults; and the like.

The following were reported as the major problems and needed developments at which the State division of extension education⁸ is now working:

1. The development of a State correspondence study agency to provide correspondence study materials and correction service at cost in support of the State program of directed correspondence study for public-school classes and home study.
2. The development of a comprehensive system of systematic and recreational reading courses supported by State library extension service in the form of packet libraries, for home study within the Commonwealth.
3. The creation of a paper Commonwealth elementary school and a paper Commonwealth secondary school authorized to issue certificates of scholastic achievement and diplomas of graduation to all out-of-school youth and adults, including the populations of our penal and correctional institutions.
4. Amendment to the constitution of the Commonwealth which will make possible legislation requiring a literacy test of all new voters, whether attaining citizenship status by naturalization or by attainment of majority.
5. The development of a State system of university extension credit courses in the freshman and sophomore years, to be maintained by Federal funds under the sponsorship of accredited colleges and universities of the Commonwealth.
6. The reorganization and coordination of university extension credit course instruction to provide locally a systematic program of instruction in freshman and sophomore courses of study for secondary school graduates and university drop-outs.
7. The development of a system of approved university correspondence credit courses for home study.

⁸ Ibid., pp. 214-215.

Financing adult education in Pennsylvania.—The State-aid program for adult education is based primarily upon a legally established minimum salary schedule for the teachers. The percentage of this minimum to which a school district will be entitled in aid from State funds, however, is graduated by class of district, and the districts are classified on the basis of two factors, population and taxable real estate. This plan, therefore, recognizes the greater cost entailed in providing this type of education in the smaller communities and supplements more liberally the local funds of communities having lower taxpaying ability.

Scope of the adult education program in Pennsylvania.—The following list will suggest the broad scope of the present program of adult education in Pennsylvania:

- Immigrant education,
- Evening elementary schools for adults,
- Evening secondary schools for adults,
- Community centers,
- Parent education,
- Adult civic education,
- Worker's education,
- Summer secondary schools,
- Home-study information service,
- University extension information service,
- Educational counseling by correspondence,
- A directed correspondence study service.

Rhode Island

Brief history of adult education in Rhode Island.—Evening schools for adults have for many years been an integral part of Rhode Island's system of public education. The Rhode Island school report for 1916 stated that "public evening schools * * * have been maintained for many years with a progressive development comparative with that of public day schools. This class of schools is supported at public expense, is under public control, and has the same legal status as day schools." But these schools were maintained voluntarily by the cities and towns. While State aid was granted to districts maintaining such schools, their administration was left entirely to local authorities. They were open to children over 14 years of age who had entered employment and to adults, both native- and foreign-born, whose early educational opportunities had been limited. Their courses generally paralleled the day elementary courses, but they were aimed more directly at supplying the specific needs of persons for vocational and industrial instruction.

Two other types of specialized instruction also were provided, namely, classes for Americanizing the foreigner and for reducing illiteracy. Thus prior to 1919 various types of evening schools were

the chief agencies of adult education, offering to men and women not formal courses of study but instruction suited to individual needs.

Because of war conditions evening-school enrollments decreased. In 1919 a law was enacted which required free day and evening classes in the public schools for persons between 16 and 20 years of age who were unable to speak, read, and write English. The law provided for their compulsory attendance. This law was extended in 1928 to provide, as part of the public-school program, the organization of classes in the homes, the factories, and the community centers of any city or town.

These measures materially increased the administrative and supervisory duties of the State department of education as concerns the education of adults. Through the various federally aided programs developed during the last 20 years, Rhode Island has added to the educational services provided to adults until now free public instruction is available to practically all groups. While the chief emphasis of the adult-education program promoted by this State continues to be upon raising the literacy levels, teaching citizenship to the foreign-born, and improving the living conditions of the more backward groups, much attention is at present being given to many types of elementary- and secondary-school courses. Opportunities are being provided to earn grammar- and high-school diplomas; to participate in parent-education groups; to receive exploratory experiences in and training for careers in the trades and industries; and, especially through the Works Progress Administration education program developed during more recent years, to engage in recreational activities; public forums; governmental and civic activities; and similar types of preparation essential to modern life.

Personnel provisions and organization for adult education in Rhode Island.—The law of 1919 authorizes the State director of education "to provide for the visitation, inspection, and supervision of the day and evening schools maintained under the provisions of this chapter." The 1928 extension of the law stipulated further that the director of education "shall appoint a State home-class supervisor whose duty it shall be to recruit, organize, supervise, and teach" such classes. Thus it not only became the duty of the State school authorities to exercise general administrative and supervisory responsibility over the adult-education activities carried on by the various local school systems, but to promote the development of such activities and even to teach such classes.

Under these, and more recent laws, the State now employs a State supervisor of adult education and Americanization. This supervisor has since 1936 served also as the State director of the educational program of the Works Progress Administration, devoting approximately half of his time to supervising the State-aided and half to

supervising the federally financed activities. Rhode Island is another of the States in which the regular State school officials, except for a brief period in 1935, have consistently retained direct supervision over the Works Progress Administration educational activities of the State. As a result a high degree of unity has been achieved between the two programs. Much attention has been given by the State supervisor to making permanent the most successful features of the Works Progress Administration work if the Government should withdraw from this field.

Objectives, activities, and problems of State supervision of adult education in Rhode Island.—The State supervisor of adult education and Americanization cites the following objectives as guiding his work:

1. To give to young men and women of this State an opportunity to decide what they want to do for life careers and to provide training for such careers as well as improvement in their present activities.
2. To help adults to obtain training qualifying them for the equivalents of grammar- and high-school certificates.
3. To provide opportunities to parents for the study of child care and to help solve homemaking problems.

The activities carried on by the State supervisor of adult education and Americanization classes are both administrative and supervisory in character. The former involve the working out of administrative policies, the gathering and making of reports, and the organization and approval of adult-education classes. The supervisory activities include the training of supervisors in organizing and supervising adult classes; the training of teachers in adult education methods; the promotion of this work through lectures, conferences, interviews, and visits to class centers; and the working out of effective procedures for the naturalization and reception of new citizens.

The major difficulties cited by this supervisor were:

1. For the State program:
 - (a) Inability of the local school committees to appreciate the importance of building a permanent and comprehensive program of adult education.
 - (b) Lack of funds to develop the State-supported program.
2. For the Works Progress Administration program:
 - (c) Lack of teachers who satisfy the relief requirements fixed by the Government and who at the same time have the training necessary to carry on this type of work effectively.

Financing adult education in Rhode Island.—The various laws providing for the education of out-of-school youth and adults and for its supervision by the State also provided State financial aid to make this program spread. Except in the case of the federally aided activities carried on in this field, half of the adult-education expenditures of the various local school systems are reimbursed by the State for

the first \$1,000; for expenditures in excess of \$1,000, only one-fifth is provided from State funds.

The State appropriates annually \$20,000 to aid in the support of the adult schools and classes. The amounts going to each school system are apportioned by the State director of education. The sum of \$3,000 is set aside for meeting the expenses of visiting and supervising this program.

South Carolina

Brief history of adult education in South Carolina.—In 1918 an appropriation was made to employ a State supervisor of adult education, thus establishing it as a part of the educational program of the State.

Personnel provisions and organization for adult education in South Carolina.—The appropriation was used for the employment of a field worker to promote literacy education and for travel and other expenses. This worker was assigned a double task of promoting and supervising this field of education and of acting as the executive officer of the State literacy commission. Appropriations for this work have continued unbroken through the years. At the present time the State employs an "adult school supervisor" who, like the supervisor of secondary education and the director of elementary education, is responsible directly to the State superintendent of education. Close cooperative relationships are maintained with all types of agencies interested in this work, especially the schools, churches, service organizations, and Government agencies. The work of the State supervisor of adult schools is concerned chiefly with reducing illiteracy and with increasing the education of the underprivileged groups.

The State department of education for the last four years also has employed a "director of extension" whose duty it has been to promote better relations between the State's educational programs and the public, to develop school-community centers, to advance community improvement through education, and to carry on other activities. Some of the activities sponsored are: Educational excursions by groups of citizens, of teachers, and of students; home and community beautification campaigns; and clinics for school trustees.

The objectives and activities of the State supervisor of adult schools in South Carolina.—The adult school supervisor of this State is at present charged with the responsibility of formulating State-wide plans, budgeting and distributing the available funds, keeping records, preparing teaching materials, and training teachers. In addition to the general supervision given to this work through these administrative functions, the adult-school supervisor conducts annually several institutes and short courses for the improvement of teachers working in this field, and every 6 weeks sends them news letters from the

State superintendent with a view to keeping them informed and alert. In the way of teaching materials a magazine newspaper has been developed containing interesting reading matter that is simple enough for beginners; pictures of South Carolina industries have been made available; and simple plays dealing with health, thrift, and other practical problems have been sent out.

Brief descriptions of the various adult-education schools, fostered and supervised by the State almost from the beginning, will indicate the nature of the State program in this field and will suggest the objectives and activities developed by it. Four fairly distinct types of effort are supported by this State: (1) Night schools, required in city school systems, are carried on chiefly for the workers of the textile mills. These schools are taught for brief periods during the winter months by teachers of the day schools, and by teachers employed especially for this work. Their chief purpose is to eliminate illiteracy. (2) Day classes for mothers are held in the homes by teachers devoting their morning hours to this work and teaching classes of mill workers in the evenings. (3) "Lay-by schools" are confined to the rural districts, and are held during the month of August when farm crops have been laid by. They constitute brief, intensive illiteracy campaigns carried on under the direction of the county superintendents. They are taught by selected teachers, usually serving without pay, whose regular schools are closed. And (4) "Opportunity schools," held at Clemson and other colleges of the State, are summer vacation schools to which from 300 to 500 students from all over the State come to take various courses and to engage in other activities emphasizing specific personal and community needs. The chief purpose of these schools is to help persons who have learned to read and write to become socially intelligent and to identify themselves with the problems and activities of their communities. They are taught by selected teachers from the public schools and the colleges. The students live together in the dormitories, carry out carefully planned group projects, and engage in many types of cultural and manual activities. Travel and living costs are paid by the mills, by interested organizations, and by the students themselves. The chance to attend an opportunity school is used as a means of motivating good work and regular attendance in the other three types of adult schools. Large-scale, State-organized excursions also are used for motivation purposes.

Financing adult education in South Carolina.—For the school year 1937-38, the State appropriated a total of \$25,000 for supervising and carrying on its adult-education program. About \$5,000 of this sum was used for the expenses of the State office and the remaining \$20,000 was used chiefly to pay the salaries of teachers of illiterates and citizenship. Facilities for holding adult schools and classes are

provided free by the schools, mills, private homes, and colleges. Cash gifts frequently are made to this work by various individuals and agencies. Many teachers donate their services.

Utah

Brief history of adult education in Utah.—Since 1919 this State has had a law which enabled school districts to maintain Americanization schools, and, upon direction of the State board of education, compelled them to maintain such schools. This law also provided that aliens between the ages of 16 and 35, unable to speak, read, and write the English language at a level equal to the completion of the fifth grade, must attend such school when one is available within a distance of $2\frac{1}{2}$ miles, and fixed a fee of \$10 for each person enrolling.

Since the number of aliens in this State, at points other than Salt Lake City and a few mining camps was small, this early law never achieved State-wide importance. The administration of such schools as have operated under this law was left to the local districts. About the only duty the State department of education has had to perform in connection with this adult-education law has been to receive the fees collected by such schools, and, within the regulations fixed by the State board, to pay the salaries of the teachers and defray such other expenses as might be necessary.

In 1937, however, this State enacted a much broader adult-education law, which includes the following provisions:

1. It vested the general control and supervision of adult education in the State board of education and permitted the employment of a full-time director for this work, together with any supervisors and assistants who might be necessary.
2. It authorized the school districts to raise and appropriate funds for the support of adult education and to establish and maintain such classes subject to the regulations of the State board.
3. It required the State board and the State superintendent to make and enforce rules and regulations relating to the qualifications of teachers of adults and the apportionment of funds.
4. It made all persons who had completed high-school work, or attained the age of 18, eligible to attend the available classes for adults.
5. It provided that, upon the recommendation of the county departments of welfare, persons may be exempted from paying any fees which are levied for participation in adult classes.
6. It provided an adult-education fund of \$15,000 per biennium to be used for the reimbursement of school districts for certain expenditures in connection with State-approved adult-education activities.
7. It broadly defined the scope of the State program of adult education by stating that the districts may raise and appropriate funds, or levy fees, for the maintenance of adult classes in: English; the fundamental principles of democratic government; citizenship; public affairs; worker's education; forums; arts and crafts and general cultural subjects; adult recreation; and such other subjects as the State board may approve.

Personnel provisions and organization for adult education in Utah.—Although the present law permits the State superintendent of public instruction to employ a State director of adult education, such a director is not now being employed. (Some years ago a State supervisor of Americanization education was appointed but the extent of this activity did not warrant his continuance.) This does not mean, however, that the State does not supervise the adult-education program. It does mean that the supervisory duties are carried on by members of the existing staff. If a given school district wishes to develop a program of adult education, one or more representatives of the department visit the district, investigate the situation, and discuss the possibilities with the superintendent and his staff and with the local school-board members. The program is thus worked out by the local districts under the guidance of the State school authorities. When it has secured the final approval of the State superintendent it is put into operation. By the provisions of the act the State was also made responsible for and has the duty of determining the special qualifications of the teachers of adults and of issuing certificates.

Objectives and procedures of the State program of adult education in Utah.—The State department has not announced any definite objectives for creating a comprehensive State program of adult education, but it has adopted certain policies to guide the administration of such services in this field as are or may become available. It has recognized that through WPA and other Federal funds a great many types of adult education are already being supplied and that much can be done to extend, coordinate, and improve these services. The first policy of the State department, therefore, is to strive to make the greatest and best possible use of the services and the funds of these agencies. Its second basic policy has been to make the State-aided program supplementary to the available or going programs. The purpose of the State-aided program, therefore, is to help determine the adult education needs of the various communities, to see how many of these needs can be met through agencies already in the field, and to establish such additional needed services as cannot otherwise be supplied. Where the need is for small, supplementary amounts to make an existing service more effective, such as transportation costs for volunteer teachers, janitor or heating services, these are provided from the State funds. There is perhaps no need to point out that the local school districts supplied most of the money needed for providing these supplementary educational services to adults.

In 1938-39 nearly every school district participated to some degree in the State adult-education funds. A total of about 28,000 persons were affected by the State-aided program. One of the most recent developments in adult education in Utah is the progress made in homemaking and parent education in some of the districts. The

State parent-teacher association has cooperated extensively in this development.

Virginia

Brief history of adult education in Virginia.—In 1938 a legislative appropriation of \$75,000 per annum was made for special and adult education. By action of the State board of education \$50,000 of this was apportioned to special education and \$25,000 was set aside for the development of adult education. This law prescribed no specific scope for this program nor did it fix the processes through which it was to operate, thus leaving the powers to develop a broad program of adult education in the hands of the State board and the superintendent of public instruction.

Personnel provisions and organization for adult education in Virginia.—Virginia's program of adult education is in the experimental stage; the State board has authorized the appointment of a State supervisor of adult education and has adopted the policy of using the State funds provided to fill in the gaps in the existing local adult-education programs; and the State superintendent has placed this supervisor in the division of special and adult education. This division has been made to coordinate in the department of education with six other major divisions: Instruction; vocational education; higher education; research and finance; school buildings; and school libraries and textbooks. In the division of special and adult education three services have been placed: Special education with two supervisors; civilian rehabilitation with four supervisors; and adult education with one supervisor. The director of the division was formerly the State supervisor of civilian rehabilitation. Very close cooperative relationships are maintained between the division of special and adult education and the divisions of instruction and of vocational education.

In addition to the adult-education activities long carried on as part of the federally aided program of vocational education, the State supervisor of agricultural education is also the State department representative, who gives direction to the educational program of the National Youth Administration. Moreover, the director of the division of instruction also directs the State educational activities of the Works Progress Administration. This latter program is giving much emphasis to eradication of illiteracy and to development of recreational and playground activities.

Objectives, activities, and problems of the State adult-education program in Virginia.—The State supervisor of adult education aims to help local officials to make use of existing public-school and library facilities; to stimulate interest in public education and its possibilities; and to help develop programs for raising the cultural and economic level of adults of the State.

To achieve these general objectives the adult-education supervisor, on request, has visited the various school districts for the purpose of surveying the adult-education needs of the communities; has counseled with school and civic leaders on how to develop the services needed; and has helped them to devise ways of obtaining the funds necessary to match the available State funds. He has attended and participated in many educational conferences and has addressed parent-teacher associations and other organizations interested in this field. The State supervisor also has prepared reading lists and other materials helpful to those working in this field. From the beginning he has participated in a State-wide study to determine more accurately the various adult-education needs of the State and to set in motion plans which will result in a more coordinated and effective program, especially through the public schools.

A brief description of the major adult-education activities promoted by the State and aided from State funds during the year 1938-39 will indicate the nature and scope of this program:

1. Elementary education: Local teachers in seven counties and in one city were employed to meet with illiterate adults, chiefly Negroes, with a view to teaching them to read and to write.
2. Parent education: Leaders were employed in many communities to work with the parent-teacher associations in organizing local study groups on child psychology, home management, and the like.
3. Guidance: In the three largest cities, guidance counselors were employed to study the status and problems of the out-of-school youth and the unadjusted adult; to determine their vocational needs and possibilities; to help them to get any additional training necessary; and to cooperate with the State employment office, with the public schools, and with other youth-serving agencies in the training and placement of such persons.
4. School community centers: Twelve high-school centers have been assisted by the State adult-education program in their experiments to make the schools the center of the cultural life of the communities. Efforts have been made to awaken the interest of these communities in their schools. Many types of continuing education have been offered and the schools have been opened, regardless of age limits, to study groups, to recreational and social activities, and to community organizations.
5. Workers' education: In Richmond and Roanoke a teacher was employed to provide instruction in workers' education.

The chief difficulties or limitations cited by the State supervisor of adult education were those which would be expected in a new and untried service and include:

1. Insufficient funds, both State and local, to provide all the adult-education services needed.
2. The State staff needs to be increased both as concerns professional and clerical assistance.

Financing adult education in Virginia.—As indicated above, the State board of education has during the last two years allocated \$25,000 per annum for the supervision and the development of adult education in this State. The moneys paid out from State funds for adult education have thus far been made contingent upon the supplying of at least an equal amount by the local school district. While this is the general policy governing the use of the adult education fund, the law does not prescribe this procedure, and, therefore, it is entirely possible to provide special adult-education services to enterprises in which the matching of funds is not feasible. For example, there has been experimentation in providing instruction in some of the State institutions wholly through State funds. A teacher of adults was supplied to each of two tuberculosis sanatoria for the convenience of patients who wish to pursue their education while they are convalescing.

States with limited programs, largely in literacy and Americanization

As was pointed out in the first section of this report, States which have developed, or are in the process of developing, broad, comprehensive programs of adult education almost invariably include literacy training for those who failed to secure an education in their early youth and for non-English-speaking groups. Brief descriptions of supervisory provisions and practices in instructions for literacy and Americanization in a few States follow.

Alabama

By an act of the State legislature in 1915 Alabama first created an illiteracy commission to study the conditions in that State as concerns illiteracy among adults and to foster activities looking toward their improvement. This commission consisted of the State superintendent of public instruction and four members appointed by the Governor. Under this law a field agent was appointed to have charge of the work of the commission, and subcommissions were appointed in the several counties. With the outbreak of the war in 1917 this work also was carried on in the camps. In 1919 the Alabama State Board of Education was created and the work done by the illiteracy commission was transferred to this board together with many other broad educational powers.

This law charged the State board of education with responsibility for the removal of illiteracy; authorized it to collect data and carry on researches on the extent of illiteracy and the progress made toward its eradication; and made it the legal agent for enlisting community

agencies in the work against illiteracy, authorizing it to raise, to receive, and to expend both public or private funds for the purpose. County and city school boards were authorized by this law to cooperate with the State board in this work and to appropriate public school funds in such amounts as might be found necessary. The law of 1919 also provided \$7,500 to the State department of education to defray costs of supervision and to assist in employing teachers for this work.

The annual appropriations for this work increased until they totaled \$50,000 per year. But in 1934 the depression forced retrenchments which resulted in the reduction of the State illiteracy fund to \$3,600 and the discontinuance of the division of the State department having charge of this work. Since 1936 the State appropriation has stood at \$12,500. During much of the time in which this State has carried on the illiteracy-eradication program, private agencies, especially the Julius Rosenwald Fund, have contributed very materially to the support of this work.

The law of 1919 has substantially constituted the legal framework under which the illiteracy program has been and is now carried on in Alabama. The State board of education, newly created in 1919, immediately enlarged the work and the staff of the State department of education. Responsibility for carrying on the illiteracy-eradication program was first placed, and remained for nearly 15 years, in a "division of exceptional education." In 1934 this division was discontinued in order to effect retrenchments. The illiteracy program of the State has since been assigned to the State director of vocational education. This assignment apparently resulted from the entrance into the illiteracy-eradication program of the Works Progress Administration and the adoption by the State board of education of a general policy of making a member of the staff of the State department of education responsible for the State's relationships to the various educational activities partly or wholly financed by the Federal Government.

For many years the State department of education promoted and supervised the activities carried on to reduce illiteracy. While much of this program was financed and supervised locally there were certain administrative and supervisory duties which had to be discharged by the central State school office, such as the allocation and the auditing of State funds; the making and enforcement of administrative regulations; the fixing of teacher-certification requirements and salary rates, etc. At the present time the work of the State department of

education is almost entirely limited to these general supervisory tasks. Supervision of individual classes is still left almost entirely to the local school authorities.

Georgia

In 1938 the Georgia State Board of Education, under laws of the State long on its statute books empowering it to study the need and to facilitate the development of the education of adult illiterates, made the State supervisor of school administration responsible for adult education and gave him the title of State director of adult education. By this action of the board adult education became an integral part of the State's program of public-school education, but no special State funds were provided to carry on this work.

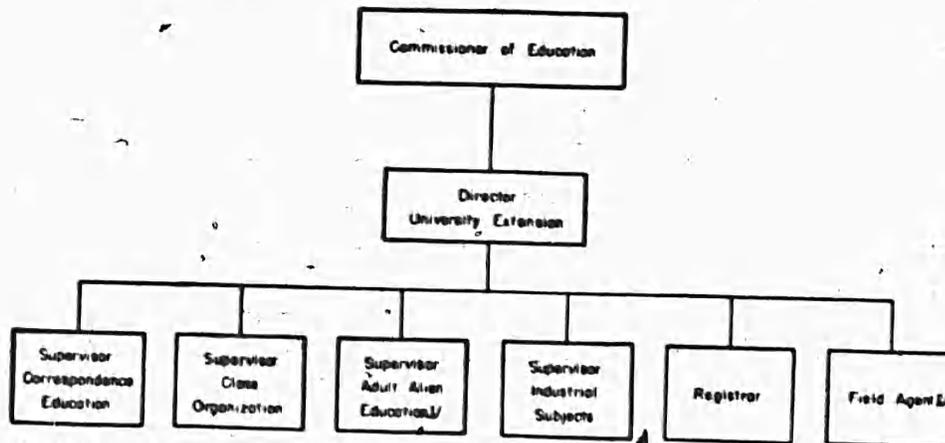
The State director of adult education has thus far limited most of his work in the adult-education field to the elimination of illiteracy, and to date has depended almost wholly upon volunteer services for teaching such illiterates. He and his staff have made a State-wide survey and have secured pledges from many teachers to undertake to raise the education of at least two persons to the level of literacy by 1940. State funds have been used to furnish certain materials helpful to this field of work.

An important byproduct of the recent efforts of the State department of education in adult education has been the wide-spread interest in the broader aspects of this field. This quickened interest has extended not only to the schools but also to other State agencies working with adults, such as the State vocational-education supervisors, and the education programs of the Works Progress Administration and the National Youth Administration. Much is at present being done through education to make both out-of-school youths and adults of this State more competent to deal with the problems of everyday life. An active interest has been developed, for example, in a live-at-home or self-subsistence education, the purpose of which is to raise the standard of living, especially of the more backward groups of the State.

Massachusetts

In Massachusetts State supervision of activities concerned with Americanizing the immigrant and teaching him the fundamentals of reading and writing English date from about 1915. In that year a State division of university extension was created which now supervises practically all of the Americanization education carried on within the State of Massachusetts. The following chart will suggest the organization of this division and the place in it of the field of adult alien education:

STATE SUPERVISORY PROGRAMS



¹ In addition to this supervisor the State education department is assisted by several field agents particularly concerned with social and civic problems involved in the naturalization of the foreign-born.

² Field agents engaged in naturalization activities who are assigned to the Boston area have their headquarters in the offices of the State department.

The adult-alien-education program, whose major purpose is to teach the non-English-speaking people of the State the fundamentals of reading and writing in the English language, has been one of the most important functions of the division of university extension almost from its beginning. For many years two State supervisors devoted full time to this work. With the growth in recent years of the Works Progress Administration program of adult education, it became necessary to detail one of these State supervisors to that field of work, many phases of which have to do with the education of immigrants. The remaining State supervisor of alien adult education for the last year has been assisted by two workers who have been engaged in conducting an experiment with *Basic English*, a newly developed system of teaching the basic essentials of English to persons unable to read, write, and speak this language. This experiment has been financed through a grant by the Orthological Institute of the United States. In addition to these assistants the secretarial and other help necessary to carry on this work has been provided.

Among the activities of the State supervisors of adult alien education in Massachusetts there are certain administrative functions which must be continuously discharged. A few of these functions are: To assist in the establishment of Americanization classes in centers where such classes are needed; prescribe the standards for the training of teachers in this field and assist in issuing the certificates; supervise the allocation of State funds; prepare and distribute courses of study and teaching materials, etc. For many years, too, the State supervisors have organized and conducted teacher-training courses in various parts of the State. In 1938-39, for example, teacher-training courses were offered in four centers under the following titles:

Problems and Procedures in Adult Alien Education, Basic English, and Adult Education.

In addition to the functions which must be carried on continuously, the following supervisory activities have commanded much of the attention of the supervisors of adult alien education during 1938-39, the last year for which information is available:

1. Much attention has been given to the study and development of "Basic English, a system for teaching the foreign-born to speak, read, and write English." It consists of a selection of 850 words with simple rules for putting them together, making it possible for the learners to learn the fundamentals of the language with the greatest possible economy of time and effort.
2. With the aid of NYA employees, surveys have been conducted by the State supervisors to discover persons who have failed to pass the first requirements for naturalization into citizenship or whose cases have been "continued for future study." Lists of such persons have been compiled, their difficulties have been studied, and efforts are being made to reenroll them in the Americanization classes.
3. Close cooperation has been maintained with other State and private agencies or organizations interested in Americanizing the immigrant. One of the most active types of cooperation had been the assistance given to the Massachusetts Association of Teachers of Adults in bringing out a monthly bulletin dealing with the problems and activities in this field.
4. There was issued during the year "A new course of study on citizenship training, consisting of a teacher's manual, a reading book for pupils, and a pad of questions on the basic principles of government."
5. From time to time teachers' conferences are held, classes are visited, and various activities carried on to promote and publicize adult alien education.

Originally the chief objective of the university extension division of the State department of education in the field of alien education was the promotion of evening schools through which persons of foreign birth could receive rudimentary instruction in English and citizenship. The purposes obviously were naturalization and literacy. In recent years much consideration has been given to broadening this program. Schools are now encouraged to include many other cultural and social activities helpful in truly Americanizing such persons, such as: Excursions to historic or otherwise significant centers of interest; guided reading to train in the use of library materials; and the organization of hobby clubs, music groups, art exhibits, dramatic activities, etc.

To indicate the scope of this work in Massachusetts, statistics may be cited to show that in 1937-38 the cities and towns employed 18 full-time and 57 part-time directors and supervisors of adult education; a total of 619 schools and classes were organized; 16,070 pupils were receiving instruction; and the State distributed reimbursements to a total of \$67,351.

Michigan

In 1923 Michigan enacted a law through which the State superintendent of education could grant permission to the local districts to carry on Americanization work. This provision was not acted upon to any great extent except in Detroit. No funds and only very general supervision were provided through the State department of education. At the present time, however, an assistant superintendent heads an "Office of Instruction and Educational Planning" in the State department of education. Among the seven types of functions listed as belonging to this office is "Instructional Consultation," under which are listed the following types of education: Elementary, secondary, higher, *adult*, special, and teacher education.

A number of "cooperative committees" also have been created within the State department staff for (1) radio programs, (2) community schools, (3) adult education, and (4) higher and teacher education. A coordinating committee is charged with bringing about "enlarged coordinating among these several committees." The committee on adult education is composed of the assistant superintendent for instruction, the director of secondary education, the assistant superintendent for vocational education, and the director of research.

Under the more recent vocational and rehabilitation education laws, a great deal of education has been provided in this State to adults desiring or needing these special types of instruction. These programs have been greatly augmented by the work of the various Federal agencies carrying on adult-education activities.

Nevada

This State first authorized evening schools for adults under State supervision and support in 1917. Subsequent amendments have liberalized the original provisions. At the present time, adult-education opportunities must be provided when 15 or more applicants petition for same in writing. While the chief objectives of these provisions in the past were to provide additional education to employed youth whose education had been interrupted, and the allied purposes of raising the educational level of and Americanizing the native- and foreign-born illiterates, general education and commercial courses are now available. Recently the vocational education and rehabilitation programs for out-of-school youth through federally aided classes have supplemented the original evening-school program.

These various types of educational opportunities have been and now are in part financed from State funds, and, therefore, require some administrative attention from the chief school officer of the State. But the initiative in providing adult education as well as the supervision of this work is almost wholly left to the local school authorities. Except in the five largest cities, the local schools are administrated.

and supervised by regional deputy State superintendents of public instruction. Since these deputy superintendents are members of the staff of the State education department, the supervision exercised by them over adult education comes within the purview of this report.

By Special Organizations and Fields

Supervision by State Departments of Education of the Adult Educational Activities of the Works Progress Administration

When the education program of the Works Progress Administration was initiated in 1933 one of the principles adopted was that the activities promoted would be in conformity with the existing State programs of education. In no case were they to displace activities already adequately carried on by the public schools. The adoption of this basic principle called for (1) the extension of education chiefly to adult groups, and (2) the establishment of liaison between the Federal authorities in charge of the emergency relief program and the officers in charge of public education in each State.

The educational services provided through the Works Progress Administration grew rapidly, both in variety and in numbers of States involved. The division of education of the Works Progress Administration lists the following types of education as comprising its program: Vocational education, workers' education, public affairs education, literacy and naturalization education, parent education, general adult education, and nursery schools. The detailed list of activities eligible for inclusion is much longer. Because of the apparent recognition of a widespread need among adults for training for more constructive use of leisure time, perhaps mention also should be made of the more recent emphasis of this program upon avocational and recreational activities. All the types of activities comprised in this development, except nursery schools, are clearly concerned with the education of adults.

At present in most of the States the adult-education programs of the Works Progress Administration and the State department of education (if the State has an adult-education program) function almost independently of each other. Furthermore, this tendency toward separation seems to be growing at the very time when a wider recognition of the worth of adult education would lead one to expect it to become more closely integrated with, perhaps even a permanent part of, the public-school service.

There is considerable variation in the degree of cooperation which now exists between the State school authorities and the authorities of the emergency programs of education. At the one extreme the

director of the emergency program is a regular member of the State department of education; at the other extreme there is the required formal endorsement by the State department, but no active interest or cooperation. In two States, North Carolina and Rhode Island, the supervisor employed and chiefly or entirely paid by the Works Progress Administration to direct its program of education also has charge of the State-financed program of adult education and is regarded as a regular member of the State department. In four States, California,⁹ Louisiana, Virginia, and Wisconsin, the officer who has charge of the State program of adult education and who receives his salary from State funds also serves as the director of the educational activities of the Works Progress Administration. In Connecticut, both the State director of the Works Progress Administration education program and the supervisor of State adult education operate under the supervision of the State director of instruction. A number of other States, through various arrangements among the personnel of the State departments of education, have provided considerable supervision for the educational programs of the Works Progress Administration. In New Hampshire the deputy commissioner of education gives considerable time and sponsorship to this work. In Alabama and New Mexico the director of vocational education and the supervisor of trade and industrial education, respectively, provide considerable State supervision to Works Progress Administration education. But a number of other State departments—New York, South Carolina, Tennessee, and Vermont, for example—take less active interest in the Works Progress Administration educational activities now than formerly.

Brief descriptions of the organization and the supervisory activities of State departments of education in States largely limiting their adult-education programs to the opportunities provided through Works Progress Administration funds will now be presented for two States which will serve to illustrate the relationships of the two agencies. Louisiana and Oregon were selected for this purpose because they represent distinct types of organization as well as sections of the Nation; and because most of the other States in which the public-school authorities supervise this work closely have already received considerable attention in this report.

Louisiana

Legal authorization for adult education in this State dates back to 1922, when a law was enacted authorizing the parish school boards to provide such trade schools, evening schools, and adult schools as they may deem necessary. Until 1929, however, developments were

⁹ This State has two State directors of Works Progress Administration education. The chief of the division of adult and continuation education in the State department of education directs the emergency education program in the southern half of the State.

slow and haphazard. In that year State school authorities decided to launch an illiteracy-eradication program on a big scale. Funds were made available; a 24-lesson course in the simple elements of reading, writing, and numbers was planned; and a supervisor from the staff of the State department of education was assigned to the task of managing the campaign. Regular public-school teachers were employed at additional wages to teach classes of adults in the late afternoons and evenings; other competent persons were engaged to organize and conduct classes wherever and whenever arrangements could be made.

At the close of this campaign, however, adult-education activities lagged until the summer of 1934, when unemployed teachers were employed through Federal relief funds and a program of emergency education was inaugurated. The State department of education was asked (1) to administrate the funds allocated by the Government for keeping open, or reopening, the regular rural schools which had or would have closed for lack of funds during the school year, and (2) to sponsor a wide variety of new ventures in the field of adult education. A member of the department staff was named "director of emergency education" to assist the Federal authorities, especially in the task of using legally and wisely more than a million dollars of Federal funds for keeping the schools open in this State. As soon as the regular school systems had sufficiently adjusted themselves to the new economic situation, the Government emergency funds were withdrawn from this field and devoted entirely to new departures in education, chiefly to activities on the adult level.

By 1936 the State school superintendent had become convinced that it was "necessary for the State to set up and finance a system of adult education." By that time a good deal of experience in this field had been acquired. About the same time the State administrator of Works Progress Administration reached the conclusion that the emergency education could function better if it were placed completely under the direction and supervision of a staff member of the State department of education. Accordingly it was arranged to organize a separate education division of the Works Progress Administration and to place at its head the same State school officer who at an earlier date had served as director of emergency education.

The division of emergency education is at present composed of the following personnel:

1. A State director.¹⁰
2. An assistant to the State director.

¹⁰ M. S. Robertson, associate State supervisor of elementary education, has held this position since it was created. He is paid by the State department of education but devotes practically full time to Works Progress Administration education and to the State program of adult education. All other members of the division are paid from Federal funds.

3. Three State supervisors:

- (a) A nursery school supervisor.
- (b) A supervisor of homemaking and parent education.
- (c) A supervisor of literacy education (Negro):

4. Four district or regional supervisors.

5. Thirty-four supervisors each in charge of one or more parishes.

While many of the functions of the education director of the Works Progress Administration program are administrative in character rather than supervisory, as a regular officer of the State department he has many opportunities to consult with other members and to help integrate the various activities of the State which relate to adult education. Not only does the State department of education through this member of its staff play an active role in supervising the Works Progress Administration program and in coordinating it with other educational activities of the State, but, through the parish school boards, it does a great deal to sponsor and facilitate this work. The regular school systems furnish classrooms to adult-education classes—supply heat, light, water, text books, teaching equipment, and general supplies. These services are commonly regarded as the sponsor's share in carrying on this federally supported program of education.

In addition to the administrative functions so helpful in implementing this program, the State director of Works Progress Administration education carried on such supervisory activities as: Holding State and regional conferences, preparing teachers' guides and teaching materials, solving problems of organization and administration, and visiting classes with a view to directing the work.

The Works Progress Administration educational program emerging from these arrangements, while chiefly concerned with the eradication of illiteracy, has followed the broad course of offering "any subject in which the students were interested and which the teachers were competent to teach." A partial view of the range and scope of this work may be obtained from the following statistics showing the maximum expansion of the Works Progress Administration work for 1938, the last year for which information is available:

Type of education	Number of—		Attendance
	Em- ployees ¹	Classes	
Literacy and naturalization	385	1,317	15,328
Public affairs	8	73	1,589
Parent education	34	136	2,124
Homemaking	86	337	4,634
Vocational education	43	173	2,126
Vocational activities	43	339	2,863
General adult education	143	1,073	10,986

¹ Each teacher is reported in the field in which his major work was done.

The State's program of adult education, however, is not limited to activities financed by the Works Progress Administration. The requests of the State superintendent that parish school boards make all possible use of Works Progress Administration teachers and that they employ the regular teachers to instruct classes of adults two or three evenings a week have had a salutary effect in nearly all parts of the State. Many thousands of adult illiterates, both white and Negro, are being reached. The State department of education itself has furthered this work by launching experiments in intensive literacy instruction in three selected parishes. The parishes selected for these demonstrations had high illiteracy rates but represented varying types of educational conditions based upon such factors as race, population density, and difficulty of terrain. The department has also cooperated with the officials of the State penitentiary in providing literacy training for illiterate prisoners. During 1937-38 the two adult-education experiments outlined above as operated directly by the State department of education reported a total enrollment of 5,458 persons, involving an expenditure of \$14,270. This State obviously has not only continued the adult education activities carried on before the coming of the Works Progress Administration program but has undertaken enterprises of its own in this field.

Oregon

Locally financed and supervised evening schools were permitted in Oregon for many years prior to the law of 1925. In that year a State department and a commission of Americanization were created and placed under the control and supervision of the State superintendent of public instruction. This law provided funds for the employment of a State director of Americanization. In 1939 a State law was enacted authorizing the district school boards to establish and maintain "classes for adults in English, the fundamental principles of government, citizenship, public affairs forums, arts and crafts, general cultural subjects, adult recreation, and such other subjects as the State board of education may authorize." By the law of 1939 general control and supervision of adult education in elementary- and high-school subjects was expressly vested in the State superintendent. He was also made responsible for regulating teacher certification in this field.

Another Oregon law having an important bearing upon adults seeking education is an enactment of 1937 which gave to the State superintendent of education broad powers for developing rules and regulations to govern the licensing and operation of private home-study and correspondence schools, private business schools, and private trade schools. It also makes him responsible for inspecting and evaluating these types of adult education.

While under the provisions of these various laws, the public schools are permitted, and the State superintendent of schools is authorized, to develop and supervise a broad program of adult education, State funds essential to such a development are not provided. Reports indicate that the Americanization activities formerly financed by the schools have been "temporarily suspended." At present the supervisory activities of the State Department of Education in the field of adult education are limited almost wholly to cooperative relationships with the program of education financed by the Works Progress Administration. This State has taken an active interest in the adult-education work of that organization. From its beginning the State department of education has sponsored the emergency education programs. According to a recent biennial report of the State superintendent this relationship involves the following responsibilities: "As sponsor of the adult-education program the State Department is completely responsible for the supervision of the work done thereon. Specifically such responsibility entails the definition and maintenance of educational standards, the selection of teaching and supervisory personnel, the establishment of curricula, and the maintenance of a timekeeping system. The State department, in performing its sponsorship duties, is governed by the regulations issuing from the office of * * * State Administrator of Works Progress Administration."¹¹

In the beginning, the emergency program of education was directed by a regular member of the staff of the State department of education. Staff members still carry an appreciable amount of work resulting from this program. At present, however, the State educational directory lists on its staff three persons as working jointly under the State superintendent of education and the State director of Works Progress Administration, who are listed officially as: Supervisor of adult education, supervisor of recreation, and supervisor of nursery schools and parent education. Over these three supervisors is a State director of education and recreation. All four of these officers receive their salaries from the Federal Government through the Works Progress Administration.

The objectives set forth¹¹ by the adult-education program of this State are as follows:

- (1) To provide for aliens, classes in Americanization and basic subjects, so that they may become informed citizens able to contribute usefully to their community, their State, and their country.
- (2) To provide opportunities for special training in vocational lines for those persons out of work or for those who wish to become more proficient in their chosen vocations.
- (3) To make available to adults certain types of classes suited to their needs and desires which will stimulate study and which will fit them to be self-respecting, socially useful citizens.

¹¹ The Thirty-third Biennial Report of the Superintendent of Public Instruction for the School Year Ending June 1938, p. 52.

Supervision by State Departments of Education of the Educational Activities of the National Youth Administration

The National Youth Administration has (1) developed an extensive program of financial aid to create in high schools, colleges, and graduate schools work opportunities for youth needing a chance to earn part or all of the funds necessary to continue their education; (2) encouraged and guided youth in pursuit of training related to their work experiences and sought to interest educational leaders and institutions in providing such related training; (3) sought to stimulate work experiences which, so far as possible, would be inherently educational and thus help young people to become better prepared for and to secure permanent positions.

The institutional training pursued by such students and the management of the funds involved in most cases are supervised by the State departments of education only insofar as these departments supervise the courses and the expenditures of the high schools or colleges generally.

Young people who work on relief projects of the National Youth Administration not carried on in connection with the schools and colleges are dependent for such educational opportunities as they receive chiefly upon the Works Progress Administration teachers and programs of education. In most of the States, however, efforts also are made to supplement the training activities related to the work activities of these youth through the regular State programs of vocational education maintained for out-of-school youths and adults. Insofar as this is true, the State supervisors of vocational education must of necessity direct and supervise this work.

States in which comprehensive State programs of adult education have developed usually have at least one supervisor of the State department of education who is in charge of this field. Some States—Alabama, for example—have centralized responsibility for the relationships which the State school system maintains with agencies of the Federal Government, including the National Youth Administration, in a member of the State department of education selected for the purpose. Usually the director of vocational education serves in this capacity. Some States—North Carolina and Virginia, for example—have placed upon one of the staff members of the State department of education the responsibility for advising and cooperating with the State directors of the National Youth Administration concerning the educational problems of the youth served by that organization. Others—Maine, for example—have organized a National Youth Administration advisory committee on which the State department of education has memberships. Some State education departments—Delaware, Missouri, New York, and Pennsylvania, for example—

keep in close touch with the educational problems of the National Youth Administration, presenting fairly complete accounts of their relationships to this organization in the biennial educational reports to the Governor and the people of the State.

Some 70 National Youth Administration work camps, located near colleges which provide training in agriculture and home economics, have been developed to experiment with coordinated work and educational programs. Projects such as those maintained in connection with the developments at Passamaquoddy, Maine, and the residence schools of the National Youth Administration and the Farm Security Administration of South Carolina and Utah, are examples of experiments in which the State school authorities, especially the supervisors of vocational education, have taken a very active interest.

Another important function performed by State departments of education is to assist in finding and creating projects in the field of education which will not only accomplish useful and necessary work, but which will be intrinsically educational. State departments of education discharge this function in two ways: (1) They launch projects employing youth paid by the National Youth Administration, which could not be undertaken without this additional labor supply, or they facilitate certain projects by adding workers to assist the existing personnel of various organizations in carrying on more adequately the functions regularly performed by them; and (2) they promote the creation and extension of work activities within the offices of the county and city superintendents of schools and in the offices and libraries of the public schools, colleges, and other educational agencies. In New York, for example, the State department of education has extended the services of the libraries through youth employed with National Youth Administration funds. Especially important has this service been in rural communities and other centers which would otherwise have had no library services. Under the direction of the State department of education in Pennsylvania, National Youth Administration girls have been employed to produce visual aids for the use of, and distribution to, the rural schools; in a number of States—Virginia, for example—the State department of education has fostered cooperation between National Youth Administration workers and the representatives of the Works Progress Administration and other agencies in widespread experiments to provide school lunches, especially to needy children, with supplies, in some cases, from the Federal Surplus Commodities Corporation.

Of the various types of work opportunities provided for youth through the efforts of the State department of education, those found in the offices of the county, city, and local superintendents of schools are most numerous. The extent to which these types of work op-

portunities have been promoted by, and in other ways have become of interest to, the State school authorities cannot be estimated fully. But several of the State superintendents' reports expressly point out that the State departments have been instrumental in placing clerical and custodial workers in the offices of school administrators as well as in the schools. The work accomplished has not only been in itself valuable to the education program of the communities concerned, but youth are reported as having acquired training and experience which have led to permanent employment either in connection with the schools or elsewhere.

Supervision by State Departments of Education of the Educational Activities of the Civilian Conservation Corps

The Civilian Conservation Corps, established in 1933 with the primary purpose of providing work relief to young men, has with the years acquired educational objectives of increasing breadth and growing interest to the State school authorities and the general public. The State departments of education from the start have shown an active interest in these camps. When organized education classes were first inaugurated in the camps in 1934, committees from the State departments of education assisted in selecting the educational advisers and in formulating the courses of studies for these camps.

Forty States have now adopted special regulations or plans whereby the work done in the camps can receive State accreditation or be honored by the schools which the enrollees had previously attended. While the development and operation of the necessary plans did not entail any great amount of supervision, they have become widespread and in some cases have claimed considerable attention from the State department of education. In Connecticut, for example, a State program of standard tests and other procedures was undertaken to validate the education obtained in the camps. This study was carried on by the State supervisor of rural education and his staff. By way of illustration typical cooperative arrangements worked out between the State departments of education and the camp educational authorities are summarized below:

Kentucky

When the educational adviser of any Civilian Conservation Corps camp certifies that an enrollee has completed satisfactorily one or more high-school subjects, the enrollee may be given credit for same, provided he passes an examination given by the teacher of such a subject in an accredited high school. In the event that the enrollee passes such examination successfully, the credit given for such subject may be recognized by the high schools of the commonwealth.

Maryland

On request, Civilian Conservation Corps camps are inspected by the State high-school supervisor in whose territory the camp is located. If the supervisor certifies that a course given is of high quality; that the student taking such a course has had the necessary prerequisite training; that the instructor is able to show the satisfactory qualifications; and that the time and other requirements are approximately equivalent to those of the county high schools, the State, upon evidence of satisfactory completion of the work, will allow credit to students who are legal residents of Maryland and issue certificates of completion to the State departments of education of out-of-State enrollees.

New Mexico

Upon completion of the course of study for eighth-grade students, Civilian Conservation Corps enrollees may take the examinations prescribed by the county superintendent of the county in which the camp is located. Upon recommendation of the county superintendent, eighth-grade diplomas are granted these boys through the State department of education.

Ohio

An interesting credit agreement has been placed in operation in Ohio. In addition to the detailed standards and procedures worked out jointly by the State department of education and the Civilian Conservation Corps authorities to govern the earning of high-school credits through organized courses of instruction in the classrooms of the camps or of the nearby high schools, a plan was agreed upon whereby the "on the job" work experiences of individual enrollees could be evaluated and certified for high-school credit. As a result of this plan camp enrollees now can earn not only the usual types of high-school credits but, if they can show an acceptable degree of proficiency in machine operation, concrete construction, cooking, etc., credits will be granted by the State toward high-school graduation. Careful safeguards have been adopted relating to selection of enrollees for specific training arrangements, ability and interest of instructors, final examinations, and descriptive evaluations of work completed, to assure the State that the quality and quantity of learning achieved by the enrollee is acceptable and that a fair credit value is given.

Other States

Another common type of supervisory activity relating to Civilian Conservation Corps education carried on by the State departments of education is the training of teachers and the improvement of instruction in these camps. Since much of the work provided is vocational these tasks have been carried on chiefly by the State super-

visors of vocational education. Efforts to improve instruction in the camps have taken various forms.

In Massachusetts the assistant State director of vocational education gives much of his time to providing a teacher-training course, 10 hours in length, in every Civilian Conservation Corps camp in the State. In Georgia a full-time supervisor is employed with vocational education funds. His chief duty is to coordinate the State program of vocational education to the programs of the camps and to train camp instructors. In New Jersey three special teacher-training centers have been established by the State department of education to serve as regional points to which instructors of Civilian Conservation Corps camps are encouraged to come for special training; in Connecticut the State division of vocational education has conducted two 30-hour courses for the training of those Civilian Conservation Corps instructors who can come to Hartford and has conducted conferences for all Civilian Conservation Corps advisers in the State; in Michigan State vocational education officials have conducted State conferences for Civilian Conservation Corps educational advisers and have issued publications for their help and guidance. In Maine, Alabama, and several other States the State directors of vocational education in an informal way have acted continuously as consultants to the Civilian Conservation Corps programs of education.

In at least one State—Louisiana—teacher certification regulations have been amended in such a way that persons who gain training and experience in teaching in connection with their services in Civilian Conservation Corps camps are allowed credit toward meeting requirements for higher teacher certificates.

In addition to making special provisions for improving the instruction commonly found in the Civilian Conservation Corps camps, a number of State departments of education directly provide instructional services to the young men enrolled in these camps. South Carolina, for example, employs for each camp a teacher to teach illiterate enrollees the 3 R's. Virginia furnishes more than 25 vocational education teachers for service in the camps; Pennsylvania has appropriated \$75,000 for the support of vocational training among camp enrollees; California has extended the operation of its "union school law" to Civilian Conservation Corps camps, making it possible for a camp to become a branch of a nearby public school and to qualify for the regular State school aid, one camp having received aid totaling \$23,000 for a single year.

In most of the States suitable public-school facilities near the camp are made available for vocational and other types of instruction. State departments of education have greatly assisted in devising plans and regulations whereby cooperative agreements are made between

the school boards and the camps. Through small allotments of funds to the Civilian Conservation Corps for defraying at least part of the additional costs of the schools for heating, lighting, and wear and tear on equipment, the Federal Government has in recent years increased this type of cooperation. During 1939 cooperative arrangements existed with nearly 300 schools, and as many as 1,400 public-school teachers taught in the camps.

Some States—Louisiana and California,¹² for example—have also facilitated education in the Civilian Conservation Corps by extending to enrollees studying public-school subjects the use of textbooks furnished free by the State. The New York State Department of Education has through its division of adult education organized forum discussions of civic problems in 15 camps of that State, and has extended library service to any which will avail themselves of it.

Another procedure used by some State education departments to improve instructional service in the Civilian Conservation Corps camps has been to help make available correspondence courses to enrollees. In California there has been created a State correspondence extension service, employing a director and a staff of about 30 people. While this work is financed through Works Progress Administration funds, it is supervised by a committee composed of three of the division chiefs of the State department of education. The controlling policies are determined by this committee and the courses offered are approved by them. Certificates for course completion earned by the enrollees are signed by the State superintendent of schools. Louisiana also furnishes free correspondence courses to Civilian Conservation Corps enrollees. The New York State Department of Education supervises the work of 14 instructors who are engaged in the production and servicing of the home-study courses provided for the Civilian Conservation Corps camps of the Second Corps Area at the State College of Forestry located at Syracuse, N. Y. Many other State departments have taken an active interest in working out and supervising plans whereby the State universities and colleges make special cost concessions or provide correspondence courses to Civilian Conservation Corps instructors and enrollees. In Massachusetts, for example, the State director of university extension has done much to facilitate the success of this type of instruction and to bring the cost within reach of the camps.

Supervision by State Education Departments of Adult Education by Radio

The chief State school officers have interested themselves in the use and possibilities of radio as an important means for disseminating knowledge, and for achieving special educational objectives. Radio

¹² Under certain conditions.

education programs in most States are cooperative. The professional and technical services necessary to produce the programs usually are supplied by the cooperating agencies; State department of education officials commonly counsel concerning the types of programs to be prepared and the cooperation which can be given by the schools; radio time is contributed by the broadcasting stations. Thus far few States have found it necessary to place on their educational staffs experts in the field of radio; likewise little has been done to provide special State appropriations to support this type of education. For the most part, those supervisory responsibilities which the State departments of education have taken for the use of this type of adult education have been assigned to the regular members of their staffs as part-time duties.

The various supervisory activities exercised by the State departments of education over the field of radio education may be grouped in three major types: (1) They have taken an active interest in supervising and assisting in broadcasts for the purpose of supplementing or enriching instruction in the elementary and secondary schools; (2) they have used the radio to interpret the State's educational programs to the general public; and (3) they have employed this medium as one of the means of bringing to adults general lessons of social, economic, and cultural significance.

In certain States all of these types of radio education have been employed at one time or another. In California, for example, the division of adult and continuation education has both cooperated with the various agencies broadcasting educational programs and produced or sponsored educational broadcasts. Much of the actual radio education work has been carried on as a part of the educational program of the Works Progress Administration which, as has been pointed out before, is in this State directed by the chief in charge of the adult education work in the State education department. Most of the educational broadcasts with which the State has been concerned officially were for adults, but radio education activities also have been carried on in connection with the high-school program. The functions of the State school officers have been administrative, promotional, and coordinating in character. The State department of education cooperated with the extension division of the State university in giving "over the radio an excellent course for teachers." In 1936 the State superintendent of public instruction stated that "complete courses of study have been given successfully by radio to teachers throughout the State as attested by examinations at the close of the courses so given."

During 1939 officers of the State education department in Utah were engaged in three programs for providing education by radio. In

collaboration with the State Congress of Parents and Teachers, the State superintendent carried on a program having as its objective "to keep before the people of the State the program of education." This was accomplished chiefly through State-wide radio talks by the members of his department and other educators. The second type of radio project in which the State department of education participated was in making the broadcast *The American School of the Air*, a regular instructional activity of the public schools. Supervisory responsibility for this experiment in the use of the radio was placed upon the State director of secondary education. The third effort was to write and broadcast "a radio series for modern parents" which was developed cooperatively by the State department of education, the extension division of the State university, and the State Congress of Parents and Teachers. A State supervisor of parent education, working under the chief of the bureau of homemaking, not only served as coordinator for this project but created organized "listening-in" study groups, produced and distributed mimeographed study guides and selected references, and performed the administrative tasks essential to the success of this series. The administrative duties included recording enrollments, studying the degree of participation, and issuing certificates to those having listened to six or more of these broadcasts. Upon completion of the project in 1939 the dramas produced in connection with this series, together with the talks and study guides used by the discussion groups, were published as a bulletin of the division of vocational education of the State education department under the title *Today's Children—Tomorrow's Adults*.

At least 13 States—Connecticut, Florida, Illinois, Missouri, New Mexico, North Carolina, Ohio, Oklahoma, Texas, Utah, Virginia, West Virginia, and Wisconsin—can be cited as either having been in the recent past or are now actively engaged in promoting, facilitating, and improving radio broadcasts whose chief purpose is to extend and enrich the public-school program. State education departments especially active in this type of radio education at the present time are Missouri, Texas, and Wisconsin.

In a number of States—Connecticut, Virginia, and Wisconsin, for example—the State departments of education are engaged in efforts to study the effectiveness of this type of school instruction and are striving to bring about improvements in it. In most of the above-named States one purpose of the State school authorities is to develop ways and means whereby closer cooperation may be brought about among the various commercial and noncommercial agencies engaged in educational broadcasting. In some cases the regular feature programs of the large broadcasting companies only are being used to supple-

ment classroom instruction by radio; in others some or all of the programs used are produced within the States for this specific purpose.

As suggested above, a second major type of supervisory interest State departments of education have shown in the radio has been to use it as a means of interpreting the schools of the State to the people. Reports are at hand from Louisiana, Maine, Massachusetts, Rhode Island, and Utah, showing that the State school authorities have to a considerable extent used the radio for this purpose. Brief descriptions of the activities carried on by the departments of education of the States of Maine and Massachusetts will illustrate this type of adult education by radio.

Through a plan of cooperation with the several radio stations in Maine, members of the Maine State Department of Education, as well as representative laymen, have gone on the radio regularly, "setting forth the needs of Maine schools in concise, brief, and pithy addresses to which many thousands of citizens are listening each week." In addition to these addresses arrangements were made for broadcasts directly from the schools. Auditorium programs were broadcast; the various types of work carried on in a given school shop were described; interviews were conducted on the procedures followed in learning a specific subject, such as bookkeeping; classroom forum discussions on current problems of social-civic importance were put on the air; and the like. The State commissioner of education feels that definite progress has been achieved in using the radio "to interpret what Maine schools are actually doing to the citizens of the State and at the same time present the needs for improvement." He also feels that "the program will continue to be of increasing value and importance."

The division of university extension of the State department of education of Massachusetts reported for the year 1938-39 that "broadcasts by radio have continued this year to be one of the most important means used by the division to announce the educational opportunities available to adults in extension classes and home-study courses, to acquaint the general public with the various activities of the State department of education, and to give informational talks on the latest trends in education. The division received the cooperation of * * * 13 radio stations in the allotment of time, free of charge, for a total of 145 broadcasts."¹³ The extension division of the State education department has during the year also interested more than 150 adults in choral singing for radio broadcasting.

The third type of educational service by radio, in which State departments of education are engaged is to use radio broadcasts as

¹³ Twenty-fourth Annual Report of Division of University Extension, Bulletin of the Department of Education, Boston, Mass., 1939, p. 7.

an important means of bringing to adults a wide variety of general education. The State school authorities of the following States report official participation in this type of radio education: California, Colorado, New York, Texas, Utah, and Wisconsin. Brief accounts of the programs of two States will serve to illustrate the parts played by the State department of education officials.

That section of the report of New York's Regents Inquiry devoted to motion pictures and radio¹⁴ describes numerous and varied educational programs carried on by radio by the several educational institutions of the State. So extensive have these activities become that in the recent reorganization of its staff the State department of education has made the division which has long been concerned with visual education the "bureau of radio and visual aids" which will assist school and adult classes with problems of radio equipment, prepare materials for the guidance of the teachers in the use of radio broadcasts, and conduct teachers' conferences to deal with problems of education by radio.

In addition to this general supervision of education by radio, two other divisions of the State department of New York have used the radio in their work for a number of years. The rural education division has cooperated extensively with other State agencies in promoting broadcasts concerned with the improvement of farm life. The bureau of child development and parent education has prepared and given a series of broadcasts relating to parent education.

In Wisconsin the State school authorities have been in a favorable position as concerns the use of the radio for educational purposes. The State owns two radio stations, one of which, originally owned by the State university, is the oldest educational radio station in the United States. This State has acquired extensive experience with the educational use of the radio. It has developed not only a "school of the air" to assist in general school education, but also a "college of the air" to carry on adult educational activities within the State.

The State-owned radio stations of Wisconsin are at present directed by a committee composed of the president of the State university, the State superintendent of public instruction, the director of the State board of vocational and adult education, the secretary of the State board of normal school regents, the dean of the university extension division, and the dean of the college of agriculture. The State department of education has not only participated in planning the various school broadcasts but it has joined with a committee of the Wisconsin Education Association in evaluating for official approval all broadcasts used by the public schools of the State. As concerns

¹⁴Laine, Elizabeth. Motion pictures and radio. Modern techniques for education. New York, McGraw-Hill Book Company, 1938.

broadcasts primarily intended for adult listeners, the adult education staff of the State board of vocational and adult education has played an important role. That group of State school officers has not only cooperated with other educational agencies in producing within the State such series of adult-education programs as *Agricultural Horizons*, *The Job Outlook*, *Following Congress*, *Over at Our House*, *Mental Health and Happiness*, but it has cooperated with the university extension division and the National Youth Administration in stimulating and guiding the activities of radio listening groups. The object of these State school authorities obviously is not only to bring a high grade of educational opportunity to those young people who cannot continue their schooling and to those adults generally who desire to develop richer cultural lives, but also to stimulate and organize serious discussions based upon the programs made available.

Supervision by State Departments of Education of Adult Education Through Public Forums

The type of adult education which has only recently claimed supervisory attention from the State departments of education is the public affairs forum. With few exceptions the recognition and the promotion of public forums by the school authorities as a means of stimulating the systematic, community-wide study of public questions among adults for the purpose of raising their civic intelligence, date back only 5 or 6 years. One of the earliest experiments with the public forums as a part of the program of public education to become widely known in this country was the Des Moines Public Affairs Forum. This project began in 1932 when the Carnegie Foundation for the Advancement of Teaching, through the American Association for Adult Education, provided the Des Moines school system with funds to launch a city-wide forum program which was to continue for a 5-year period. Since that time hundreds of school systems, local, county, and State, have sponsored or conducted public forums as a means of promoting the civic education of adults.

The State departments of education have been concerned in these developments in two major ways, (1) developing public-affairs forums and (2) organizing, coordinating, and guiding the forum activities of the various agencies operating within their respective States. Such coordination and guidance have been found to be essential to obtain the widest coverage and achieve the desired educational results at the lowest possible costs.

In 1936 the Works Progress Administration allocated funds to the United States Commissioner of Education for use in the development of experiments and demonstrations with public affairs forums. Since that date thousands of unemployed persons have been employed at

relief wages and set to work under skilled leaders to promote, facilitate, and supervise forum experiments and demonstrations, and to gather data relating to this type of education. The cost of employing the professionally trained leaders of these projects also was to a large extent met out of these Federal funds. Almost invariably, however, the United States Commissioner of Education placed the immediate administrative and supervisory oversight of these forum activities in the hands of State, county, city, and hamlet superintendents of schools. Moreover, contributions of contingency funds, the use of meeting places, and the use of public-school equipment and channels of operation were from the beginning extensively supplied by the various boards for public education.

As is true of many other aspects of adult education, the extent and type of supervision given by the State departments of education to public affairs forums has varied from State to State and from time to time. During the school years 1936-37 and 1937-38, the public forum programs receiving financial support from the Federal Government spread to 19 States. They were, however, carried on chiefly under the supervision of the city and county superintendents of schools. But the State department of education cooperated in these experiments from their inception and did much to make them effective. In California, Georgia, New Jersey, Ohio, and Rhode Island, for example, the State superintendents, or members of their staffs, provided leadership in developing forum activities as widely as possible throughout these States.

During the year 1938-39, however, the interest of the State departments of education became more active and specific in many of the States. In the spring and summer of 1938, for example, State-wide forum conferences were called by the State superintendents of schools in 36 States. The announced purpose of these conferences was to explore the resources, interests, and objectives involved in developing adult civic education forums in each State. The composition and programs of these conferences were planned either by a member of the State department of education or by some other leader in adult education selected for the purpose by the chief State school officer. In 29 of the States a member of the State department of education presided over the conference; in all of the States in which such conferences were held one or more members of the State superintendents' staffs attended and participated in the deliberations.

Probably the most important single outcome of these State conferences was the subsequent appointment by the State education departments of State-wide forum committees in 31 of the 36 States. Among the tasks undertaken by these committees have been: (1) To survey the existing forum programs within the State as a basis of future planning; (2) to coordinate the various forum activities to

prevent the overlapping of services and duplication of effort; (3) to promote interest in forums by discussing forum problems at professional meetings and by producing articles and other published materials about forums; (4) to act in an advisory capacity to the State department of education concerning legislative action or changes in administrative policy needed for the growth of public forums; and (5) to cooperate in finding, training, and placing forum leaders.

These activities of the school year 1938-39 led very logically to the employment in a number of State departments of education of officials who have come to be known as forum counselors. During the latter half of that school year, Federal funds with which to employ such forum counselor for a period of 3½ months were made available to 15 State superintendents of schools. Such an official was promptly appointed in the following States: Arkansas, California, Georgia, Mississippi, New Jersey, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, South Carolina, Texas, Vermont, Washington, and Wisconsin. The functions of this State officer were (1) to assist the State forum committee in surveying the needs and resources of the State in the field of adult civic education; (2) to plan, organize, and conduct regional conferences of school administrators in the various parts of the State with a view to exploring the possibilities of organizing school managed programs of adult education in public affairs; (3) to advise the school authorities concerning the types of forum programs best suited to varying conditions and resources; and (4) to assist the State education departments in setting up plans for the future development of this phase of public education through State and local support.

The effort to continue and expand the services of forum counselors within the States has continued during the school year 1939-40. At the present time, however, there is a tendency to operate this activity in connection with the program of the State university rather than the State department of education. Nevertheless, five States, California, Missouri, New Jersey, Ohio, and Oregon have continued to employ a State forum counselor or to cooperate closely with such an officer. A number of other State departments of education have continued in various other ways to show an active interest in public affairs forums as a type of adult education. A brief description of this activity in some of these States will illustrate the parts played by the State departments of education in connection with this type of adult education.

New Jersey

New Jersey will illustrate an important type of relationship of a State department of education to adult education through public affairs forums. In this State all types of adult education have been

made the supervisory responsibility of the State director of teacher training. From the beginning of the forum experiments encouraged by the funds supplied by the United States Office of Education, this State school officer consistently has labored to promote and improve public affairs forums throughout the State. He has been the official State sponsor of the various forum projects carried on within this State and in various ways has stimulated study of the forum movement by the school authorities and facilitated its development as a part of the public-school program.

For a number of years a full-time State forum counselor has been employed to work under the general supervision of the State department of education on the task of developing public-affairs forums in connection with the adult-education programs of the public schools. Special success was achieved by organizing cooperating "clusters" of forums about a given school center. Under this plan the smaller neighboring communities pooled their resources, employed skilled leaders, and carried on an effective forum program at a minimum cost. The cost of providing trained leadership was further reduced when the nearby State teachers colleges employed these leaders to teach courses on forum leadership. In 1939 three "clusters" brought trained leaders to 15 communities. The meetings conducted totaled 204 in number and reached about 42,000 adults. Thus each community had a series of weekly forums with a professional leader at a cost of no more than \$10 to \$15 for each session. With an average attendance of 200, the per capita costs became nominal.

In addition to the promotion of the forum program, the State forum counselor devoted his time to two general adult-education activities: (1) He made a State-wide survey of the progress being made in the various communities of the State in literacy education and in the naturalization of the alien; and (2) he developed tentative community and county plans of adult civic education, including forums, and presented these for discussion and revision to the county and city superintendents of schools and to other public-school leaders. After several months of work these plans were organized into a State program for adult civic education. These State-wide studies were followed up with regional State conferences at which the adult civic education problems of the State were discussed with the heads of the school systems of New Jersey.

Ohio

One State which lists a forum counselor on the staff of the State department of education and which has used State funds to pay the expenses and a part of the salary of such a counselor is Ohio. Since the providing of all types of adult education in this State is regarded as a local responsibility, most of the supervision of the forum program

is left to the county and city superintendents of schools. According to reports from Ohio:

The State department is greatly interested in this type of work. * * * Our State director * * * has cooperated and assisted materially and he is much interested in the schools assuming leadership in the work. * * * (We are insisting that the school executive of the localities take the leadership in this movement. We have assisted in helping him form an adult council that represents all organizations of the community and his council can then assist in developing classes in subjects which are of interest to any group. * * *

The latter part of the year has been devoted to holding conferences with superintendents in discussing programs which might be developed for the next year. * * * We attempted to get a few counties to select an assistant superintendent who would spend the major portion of his time in developing civic education in various communities through their schools. The difficulty has been the financing of the project but we have succeeded in procuring one assistant county superintendent who will give his time to this work next year. * * * We have another county superintendent who will have his four local school executives assume the leadership in organizing and carrying on forums in their schools.

The school people of Ohio are greatly interested in the continuation of this work. The major concern has been the planning of programs with sufficient duration to enable them to build up interest * * * and to maintain that interest with some diversification of subject matter.

Two bulletins, *Suggestions on Forum Planning* and *Suggestions for Planning Adult Education Programs Through Forums and Classes*, were prepared during the year by the State forum counselor in collaboration with the bureau of special and adult education of Ohio State University, and were published and distributed throughout the State by the State department of education. The State forum counselor also cooperated with the Ohio Association of Adult Education and with other agencies interested in this field.

Texas

Since 1936 the State department of education in Texas continuously has shown an active interest in public forums as a means of stimulating adult education. In his effort to improve home and community life through education, the State director of Negro education even prior to that year had encouraged the forming of rural community councils. Through these he had stimulated organized study and discussion which resulted in community action in which the county superintendent, the Jeanes supervisors, the agricultural and home-demonstration agents; the local teachers, the church leaders, the health authorities, the nearby colleges, and other community leaders joined. When the Federal Forum Project was authorized for this State in 1937, the officer of the State department under whom these community adult-education programs had been conducted was placed in charge of the State forum program by the State superintendent

of public instruction. Later the superintendent of schools in the county which had been most successful in developing a coordinated county program of adult education and who had experimented extensively with civic forums was appointed by the State superintendent to be the State forum counselor.

The forum activities carried on under the sponsorship of the State department since the beginning of its interest in this field have been manifold. The State early called a State-wide conference of educators and lay leaders interested in adult education to consider the problems relating to public forums as a method of extending this type of education. This was later followed by a State conference to bring about closer coordination among the various agencies of adult education. This conference effected a permanent organization which cooperated with the State department of education in (1) making a State-wide survey of all adult-education activities and (2) in assisting the department in forming county councils for the development of coordinated community programs of education.

This preliminary survey of adult education and the county adult education councils provided form and direction to the forum programs which have since been carried on in Texas. They were followed by the development of forum leadership courses in many of the colleges of the State. The State department of education not only published and distributed the findings of the adult education survey but its members, as well as the State forum counselor, widely discussed the educational possibilities of and conducted public affairs forums. The State department has also published several documents relating to forum education as guides to those wishing to carry on this type of education.

Special efforts have been made in Texas to extend the forum type of education to the small towns and to the rural communities of the State. According to reports, significant successes have been achieved in at least one county with a county-wide public forum program. The city school system of San Antonio, Tex., has for several years carried on a successful forum program in which the State department of education has taken an active interest and given its cooperation. This city school system has served as a forum demonstration center not only for Texas but for other school systems in the United States. It has succeeded in extending forums not only to the entire city but to the neighboring communities as well.

Supervision by State Departments of Education Among Adult Prisoners

At present New York perhaps is the best example of a State in which the State educational authorities have played an important part in developing a far-reaching program of prison education, and

where, despite the fact that administrative responsibility for this program now is lodged by law in the State prison authorities, the State department of education continues to exercise considerable supervisory influence. In this State a law was enacted in 1925 which provided that "The commissioner of education in cooperation with the superintendent of State prisons and the wardens shall formulate courses of study and the syllabuses thereof, visit classes, and supervise the instruction provided for in this section (of the law)." It also provided that no teacher shall be employed in the State prisons unless he holds a valid certificate issued by the commissioner of education.

In 1933 the Governor appointed a commission to study further the problems of education in its prisons. This commission consisted chiefly of outstanding educators and penologists. It was assisted in its work by an associate and an assistant State commissioner of education. Costs entailed in the investigations and experiments undertaken by this commission were largely provided for through contributions of persons interested in the development and demonstration of centralized leadership in adult prison education.

As a result of the work of this commission, a new law was enacted in 1935 which created a division of education in the State department of correction with a professionally trained director in charge. Later two assistant directors, one in charge of vocational and the other of general education, were added to his staff. This law prescribed that:

The objective of this program shall be the return of these inmates to society with a more wholesome attitude toward living, with a desire to conduct themselves as good citizens, and with a skill and a knowledge which will give them a reasonable chance to maintain themselves and their dependents through honest labor. To this end each prisoner shall be given a program of education which, on the basis of the available data, seems most likely to further the process of socialization and rehabilitation.¹⁴

The present law further provides that time sufficient to achieve its objectives shall be devoted to education and that the State commissioner of education shall be consulted concerning curricula to be instituted in the prisons and in cooperation with the department of correction shall set up requirements for the training of teachers employed to provide this instruction, a minimum of 4 years of college training being required. The law also provided that at the outset the State director of vocational education should act as the director of prison education.

In Idaho experiments in adult education in the State penitentiary began at the outset of the adult education program financed by the Works Progress Administration. In 1937 the State legislature appropriated \$6,000 for the biennium to further this work. This exten-

¹⁴ Laws of New York, 1935, chap. 670, sec. 126.

sion to the State's program of education was made the joint responsibility of the State department of education and the State prison board. These agencies have fixed the administrative policies for these activities, have provided a course of study, and have given general supervision to the project. Much of the actual instruction as well as the immediate supervision needed, however, continues to be supplied by the adult education staff of the Works Progress Administration. Preparations are under way to carry on entirely with State funds should the Federally paid personnel be discontinued.

According to the thirteenth biennial report of the Idaho State Board of Education: "the prisoners are regarded in the same light as any other under-privileged, under-trained, and under-educated group. The work of this unit is undertaken not with the idea that education is the one solvent of crime nor that any type of education will necessarily bring about reformation. The aim is to give the prisoners the intellectual tools they lack, to offer a worthy use of leisure time and thus help morale, to help make proper adjustments to normal life, and to give these men definite vocational training in the hope and expectation that, on their release, they will have a better chance of achieving steady jobs, economic security, and reforms.

* * * The emphasis is upon vocational training * * * " 16

In Wisconsin the State board of vocational and adult education has cooperated with the extension division of the State university in providing correspondence and other extension courses in the penal institutions of that State. The university has in turn cooperated with the State free library commission in studying the educational backgrounds and reading interests of the prisoners and in counseling them on what to read and how to read purposefully.

Cooperation between the prison authorities of California and such educational agencies as the State department of education, the State university, and the State library has also succeeded in developing an extensive program of prison education, especially in the State prison at San Quentin. The staff of the State department of education has assisted in extending the educational services of the Works Progress Administration to this prison. Especially helpful have been the correspondence courses, available at little or no cost. These courses are constructed and serviced by persons paid from Federal funds. This work is under the general direction of the State supervisors of adult and vocational education. The State department also supervises the certification and selection of the teachers employed in this prison.

The vocational education staff of the New Jersey Department of Education also has shown considerable interest in the development of education in the State penal institutions. The State prison authorities

¹⁶ Published December 1933, p. 14.

have accepted the standards fixed by the State for the qualification of teachers employed in these State institutions.

In the penitentiary of Ohio, "foreman's training conferences" have been conducted under the auspices of the State department of education. Other educational activities are carried on in this State by such agencies as the board of public welfare, but consultative services have been provided by the State director of education. In Arkansas and New Hampshire the State school authorities have given some supervision to the educational work of the State prisons, but no detailed reports are available to describe their activities. Pennsylvania has announced the creation of a joint committee of the State departments of welfare and public instruction to plan for a more effective program of educational and recreational activities for penal and correctional institutions within the Commonwealth.

A recent report by the State superintendent of public instruction of Delaware calls attention to a project carried on in the New Castle County Workhouse through which teachers provide "instruction planned to overcome illiteracy, to deal better with problems of personal and group living, and to improve vocational efficiency." Members of the State department of education have cooperated with this project for 3 years.

Similar efforts to extend educational opportunities to county prisoners are reported from Connecticut. The staff of the State education department has evolved a plan under which Works Progress Administration teachers have been employed to provide in the county jails a program of education "including literacy teaching, library work, monthly papers, dramatics, music, and recreation. * * * A guidance service for discharged prisoners has been organized to integrate the work of the teachers in the jails with that of the prison rehabilitation workers."

As a part of the adult-education program developed by the Louisiana State Department of Education, this State has organized classes at the Louisiana State Penitentiary. The teaching is done by prisoners assigned to this work as a part of their regular duties. The instruction provided is closely supervised by one of the State supervisors of Works Progress Administration education.

Supervision by State Departments of Education of Vocational Rehabilitation ¹⁷

The origin of vocational rehabilitation.—The genesis of vocational rehabilitation is found in several movements to better the social, physical, and economic conditions of physically disabled persons. One

¹⁷ By H. L. Stanton.

of these was an endeavor to place handicapped men in employment by social agencies such as the charity organizations. Another was the program of reclaiming crippled children which resulted in the establishment throughout the United States of numerous orthopaedic hospitals for the treatment of crippled children.

The rapid growth of State legislation to provide workmen's compensation for victims of industrial accidents focused attention on the needs of industrial cripples. It resulted in the discovery that few disabled persons who have been barred from their customary lines of employment are able of their own initiative to adjust themselves to new employment and in the realization that something more than workmen's compensation is needed to enable the physically disabled to readjust themselves to lives of economic independence. There was an effort on the part of industrial management to make vocational adjustments for their own disabled workers and an attempt on the part of a few employers to absorb other physically handicapped persons into their organizations. Two outstanding examples were the Ford Motor Co. and the Western Electric Co.

Pioneer work in the vocational rehabilitation of disabled civilians was performed by such private agencies as the Red Cross Institute for Crippled and Disabled Men in New York City, the Cleveland Association for the Crippled and Disabled, and the Chicago League for the Handicapped. For the most part the work of these agencies consisted largely of securing therapeutic treatment, providing artificial appliances, and finding employment for the physically disabled.

The earliest State legislation providing for vocational rehabilitation service was passed in Massachusetts in 1918. The act provided for the training and placement of those persons who were injured in industry and incapacitated for employment. The rehabilitation program, which was administered by a division of the industrial accident board, was principally a placement service.

In the spring of 1919 a comprehensive rehabilitation bill, drafted by the Red Cross Institute for Crippled and Disabled Men in New York City, was introduced in the New Jersey Legislature. On April 10 the bill, substantially as drawn, passed the legislature. This act made provision for all phases of rehabilitation work for nearly all types of physically handicapped persons, but in practice the major emphasis has been placed on physical restoration supplemented by a placement service and a limited training program. In rapid succession, other States followed suit. Within less than 14 months from the date of passage of the New Jersey Rehabilitation Act, 11 additional States had placed rehabilitation legislation on their statute books. (See table, p. 77-79.) Three of these anticipated the passage of Federal legislation by providing in their enabling acts for acceptance of the benefits of the Federal Vocational Rehabilitation Act then under consideration

by the Congress. Programs of rehabilitating the disabled actually were started in 6 States prior to the passage in 1920 of a Federal act to aid the States in maintaining rehabilitation services.

Federal legislation.—A further stimulant to the passage of Federal legislation for disabled civilians came from the reports to the Congress by the Federal Board for Vocational Education on its survey of the work of rehabilitating disabled soldiers in foreign countries and from reports of investigations made by public and private agencies. Congress seriously considered including provisions for the rehabilitation of persons disabled in industries in the legislation providing rehabilitation service for soldiers and sailors disabled during the World War. It was deemed advisable, however, to separate the legislation since soldier rehabilitation was to be a temporary service, whereas no time limit could be placed on the program of rehabilitation service needed for disabled civilians.

On June 2, 1920, an act passed by the Congress of the United States for the promotion by the Federal Government of the vocational rehabilitation of persons disabled in industry or otherwise and their return to remunerative employment, became a law. In rapid succession the States accepted the provisions of the Federal act by proclamations of their governors or by action of their legislatures. Within 13 months from the date of passage of the Federal act, two-thirds of the States had programs of rehabilitation functioning. Today 48 States, the District of Columbia, Hawaii, and Puerto Rico have rehabilitation legislation and programs for the vocational rehabilitation of persons who have become vocationally handicapped from industrial or public accident, disease, and congenital conditions.

The Federal Vocational Rehabilitation Act has been amended five times for the purpose of extending its provisions. On August 14, 1935, a section of the Social Security Act made the provisions of the organic rehabilitation act permanent, and increased the authorization of appropriations for aid to the States. The last amendment, passed on August 10, 1939, further increased the authorization of annual appropriations to the States from \$1,938,000 to \$3,500,000.

The rehabilitation concept.—Vocational rehabilitation is a service to aid persons, who have physical defects that interfere with their vocational opportunities, in overcoming their handicaps by preparing them for, and placing them in, suitable employment by which they can earn their own living and support those who are dependent upon them.

Vocational rehabilitation aims to reestablish the disabled person in a definite employment in which he can compete successfully with his fellow workers upon his ability rather than upon charity or tolerance at a wage equal, if possible, to that which he earned at the time of his injury.

This requires a variable and often a complex service adapted to the particular characteristics, needs, and circumstances of each case. Because of the varying types and degrees of disability, age, experience, education, and aptitudes or abilities, each case presents its own problems and difficulties and requires its own specific solution. For this reason disabled persons cannot be rehabilitated in groups, but must be handled individually by the case method.

A thorough study is made of each individual case for the purpose of developing a plan of rehabilitation fitted to the needs of the individual. Most plans require one or a combination of two or more of the following forms of service:

- (a) Physical reconstruction to correct or alleviate the physical disability and thus reduce the vocational handicap to a minimum.
- (b) Artificial appliance required to perform the duties of his occupation.
- (c) Vocational training through a school, a commercial or industrial establishment, by correspondence or by tutor that will fit the individual for suitable employment.
- (d) Placement in suitable, permanent employment.
- (e) Establishment in business or an industry for self, not as a worker but as a proprietor.

Federal administration and supervision.—The Federal Vocational Rehabilitation Act established as a public policy the principle that the Nation should share with the States the common responsibility for vocationally rehabilitating the physically disabled, with the direct responsibility for carrying on the work resting on the States.

The Federal Government does not undertake the organization and immediate direction of rehabilitation service, but makes financial contributions to the States in support of the program. In addition to providing financial support, the vocational rehabilitation division of the United States Office of Education serves as a clearing house for experiences of the States; it makes available to them the results of studies and investigations of rehabilitation and allied work; it provides advice and assistance in matters of organization and administration; and it promotes the work generally.

State administrative agencies.—The Federal Rehabilitation Act designates the State board for vocational education as the agency in each State that shall cooperate with the Federal agency in the administration of the vocational rehabilitation act. In 5 of the 12 States that enacted rehabilitation laws prior to the passage of the Federal Vocational Rehabilitation Act, the responsibility for carrying out the law was first placed with State industrial or workmen's compensation commissions. In New Jersey, Pennsylvania, and Illinois the administration of the work was placed under a special rehabilitation commission, the department of labor and industry, and the department of public welfare, respectively. Subsequent legislation in each of these States made the State board for vocational education respon-

sible to the Federal Government for proper administration of the program.

The following table shows the administrative agency in all but two States to be the State board for vocational education. The exceptions are Pennsylvania and New Jersey. In Pennsylvania the program is conducted by the bureau of rehabilitation in the department of labor and industry, but a cooperative relationship has been established with the State board for vocational education insofar as relations with the Federal Government are concerned. In New Jersey the program is conducted by the rehabilitation commission in cooperation with the State board for vocational education, the board being responsible to the Federal Government for carrying out the provisions of the Vocational Rehabilitation Act.

Dates State programs of vocational rehabilitation were started prior to passage of the Federal Act; dates federally aided programs were started; and types of office organization in each State

State or Territory	Prior State programs	Federally aided program	State administrative agency	Office organization	Professional personnel
Alabama		Jan. 20, 1921	State board for vocational education.	Central and district.	5
Arizona		July 12, 1921	do	Central	1
Arkansas		July 1, 1923	do	do	2
California	July 1919	Aug. 27, 1921	do	Central, district, and local.	26
Colorado		Dec. 15, 1925	do	Central	2
Connecticut		Sept. 15, 1930	do	do	2
Delaware		July 1, 1939	do	do	1
Florida		Sept. 1, 1927	do	Central and district.	7
Georgia		Dec. 1, 1920	do	do	7
Idaho		Mar. 1, 1921	do	Central	1
Illinois		July 1, 1921	do	Central and district.	23
Indiana		May 1, 1921	do	do	6
Iowa		June 1, 1921	do	Central and local.	6
Kentucky		July 15, 1922	do	do	8
Louisiana		May 1, 1921	do	do	6
Maine		Jan. 1, 1921	do	Central and district.	2
Maryland		Sept. 1, 1929	do	Central	4

STATE SUPERVISORY PROGRAMS

Dates State programs of vocational rehabilitation were started prior to passage of the Federal Act; dates federally aided programs were started; and types of office organization in each State—Continued

State or Territory	Prior State programs	Federally aided program	State administrative agency	Office organization	Professional personnel
Massachusetts	Oct. 1918	Aug. 27, 1921	State board for vocational education.	Central and district.	9
Michigan		Aug. 17, 1921	do	do	16
Minnesota	July 1919	July 1, 1920	do	Central and local.	8
Mississippi		Apr. 5, 1921	do	Central	3
Missouri		May 16, 1921	do	Central, district, and local.	9
Montana		July 1, 1921	do	Central and district.	2
Nebraska		do	do	do	4
Nevada		Nov. 1, 1920	do	Central	1
New Hampshire		July 1, 1926	do	do	1
New Jersey	Oct. 1919	Jan. 1, 1921	Rehabilitation commission. ¹	Central and district.	20
New Mexico		Apr. 1, 1921	State board for vocational education.	Central	1
New York		Nov. 15, 1920	do	Central and district.	28
North Carolina		July 1, 1921	do	do	8
North Dakota		Sept. 1, 1921	do	Central	1
Ohio		May 14, 1921	do	Central and district.	11
Oklahoma		July 1, 1925	do	do	8
Oregon	July 1920	May 24, 1923	do	do	3
Pennsylvania	Aug. 1919	Dec. 29, 1920	Department of labor and industry. ¹	do	27
Rhode Island		Nov. 29, 1920	State board for vocational education.	Central	2
South Carolina		Aug. 15, 1927	do	Central and district.	3
South Dakota		May 1, 1921	do	Central	1

¹ Functions as operating agency of the program. Under the acceptance legislation the State board for vocational education has administrative control.

Dates State programs of vocational rehabilitation were started prior to passage of the Federal Act; dates federally aided programs were started; and types of office organization in each State—Continued

State or Territory	Prior State programs	Federally aided program	State administrative agency	Office organization	Professional personnel
Tennessee		June 15, 1921	State board for vocational education	Central and district	8
Texas		Oct 1, 1929	do	do	11
Utah		Nov 1, 1920	do	Central	1
Vermont		July 1, 1937	do	do	1
Virginia		Jan 1, 1921	do	Central and district	5
Washington		July 1, 1933	do	do	3
West Virginia		May 1, 1921	do	Central	4
Wisconsin		July 1, 1921	do	Central, district, and local	25
Wyoming		do	do	Central	2
District of Columbia		Oct 1, 1929	do	do	4
Hawaii		July 1, 1936	do	do	1
Puerto Rico		Aug 1, 1936	do	Central and district	7

State boards.—The composition of State boards for vocational education varies among the States. In 13 States and the Territory of Puerto Rico special vocational boards were created *de novo* by State laws. In the remaining States and the Territory of Hawaii the State board for vocational education is identical with the State board of education. In 12 States the membership of the boards is entirely appointive; and in 8 States and the Territory of Puerto Rico it is entirely *ex officio*. In 23 States and the Territory of Hawaii the membership of the vocational board is of mixed *ex officio* and appointive character. In New York the entire board is elected by the legislature, while in the remaining 4 States the board consists of combinations of *ex officio*, elective, or appointive members.

When membership of State boards is representative, three or more of the following fields are included: Education, agriculture, commerce, industry, home economics, and labor. Usually the State superintendent of public instruction is the executive officer of the board.

State staffs.—The State board employs a technical staff for the administration of the program. The head of the staff or directing officer is generally designated as director or supervisor of vocational

rehabilitation. In 19 States the director for vocational rehabilitation is also director for vocational education. In all of the States, with the exception of Illinois, the rehabilitation director reports to the executive officer of the State board for vocational education—usually the State superintendent of public instruction or commissioner of education.

The size of State staffs varies from a single individual in some States to about 30 in the largest States. All States with more than one rehabilitation worker have been districted for the purpose of making territorial assignments to each agent. In a few States there has been a limited functionalization of the staff. Some members are assigned to special phases of the work, such as psychological testing, placement work, or to certain types of cases such as the tuberculous, the blind, or the deaf.

Office facilities vary considerably. The number of offices in a State varies according to type of organization, size of staff, and population of State. The small States maintain one office in the capital city. The larger States maintain, in addition to the central office, one or more district offices in appropriate centers. Many of these offices are located in schools or other public buildings. The space, heat, light, and telephone service are contributed to the program by a local school or Government unit.

Local programs.—In some States local programs of rehabilitation have been developed in which city or county government units provide continuous financial support. Florida provides a notable example of such participation. In three of the largest and in one of the smaller counties of the State the county boards of education include in their budgets funds for county programs of vocational rehabilitation. These funds are matched by reimbursement from State funds. In Miami and Jacksonville local supervisors of rehabilitation operate county-wide programs. From an office in Tampa a local supervisor conducts a rehabilitation program for two adjoining counties. All of these local rehabilitation offices are located in city school buildings. The personnel is selected jointly by the county board of education and the State department of education. The work is under the supervision of the State department and is conducted according to the policies and standards of the department.

A different type of local program is operated in California in cooperation with school districts. Ten local coordinators of rehabilitation are selected and employed jointly by one or more school districts and the State department of rehabilitation. They devote about one-fourth of their time to guidance and placement work of high-school students and three-fourths to rehabilitation case work. Their rehabilitation work is under the direction of a district rehabilitation super-

visor. Their offices are located in the high schools to which they give part-time service.

Wisconsin has developed a similar program of cooperation with local boards of vocational education. In 10 communities there are full-time rehabilitation workers, one-half of whose salaries is paid by one or more local boards of vocational education and one-half by the State department of vocational rehabilitation. Rehabilitation workers were formerly coordinators for vocational schools. They served as liaison men between the vocational schools and the local communities. Their duties kept them in close touch with industries, commercial establishments, chambers of commerce and the like, in order to gauge the needs of the community for skilled workers. The knowledge gained as coordinators is of value to them in the service of rehabilitating clients.

The rehabilitation workers in three additional communities continue their duties as vocational school coordinators on a part-time basis, dividing their time equally between their work as coordinators and as rehabilitation case workers.

Cooperating agencies.—Vocational rehabilitation requires effective cooperation of many public agencies in the State that deal with physically handicapped persons. In compliance with the provisions of the Federal Rehabilitation Act, departments of rehabilitation in each State are cooperating with the State board or commission which administers workmen's compensation, under a written agreement to insure service to those injured in industry. Likewise, the State rehabilitation departments are cooperating with the State agency which administers crippled children's work, as is required by the Federal Social Security Act, in order to render effective service to this group. Another cooperating agency is the State employment service which is required by the Federal act establishing the public employment program to cooperate with the rehabilitation departments in order that the placement function in rehabilitation may be properly correlated with other placement services.

Other agencies with which many State departments of rehabilitation cooperate are commissions for the blind; State, county, and municipal departments of public health and welfare; county and local school systems; private social service organizations; and the American National Red Cross.

In a few States the State supervision of handicapped children has been combined with vocational rehabilitation. When stated in the broadest terms there is evidence of some similarity in purposes and techniques, but there are many more lines of divergence than convergence.

Both rehabilitation and special education endeavor to evaluate the individual's abilities, to analyze his disabilities or difficulties, and to plan a course of instruction to fit his needs.

The education of exceptional children concerns itself with children who have mental or physical handicaps, behavior problems, or superior intelligence, and begins with the kindergarten or earlier. This program should be under the supervision of those who are trained and experienced in the special adaptation of the principles and methods of elementary education and should be fitted to the needs of the various groups of exceptional children.

Since vocational rehabilitation deals only with disabled young people who have reached the employment age and have completed or terminated their general education, and with adults who are vocationally handicapped because of physical disabilities, the program should be supervised by those trained and experienced in case work, education and vocational guidance, and vocational training and placement. Because of difference in type of individuals dealt with and in methods and techniques used, the education of exceptional children and the programs of vocational rehabilitation should be kept separate and distinct. They should be coordinated but not consolidated activities of State departments of education.

Special features.—Various phases of the program have been emphasized more than usual in some States. In sanatoriums and hospitals in California, Minnesota, Iowa, and the District of Columbia, and in a convalescent camp in Wisconsin, programs of rehabilitation have been initiated for selected tuberculosis patients. In many of the States, counseling of patients about to be discharged by coordinators or State supervisors is a regular practice. In New York there has been very close cooperation between the rehabilitation department and the industrial commission which has resulted in the investigation of all or nearly all applications for commutation of compensation to determine whether such action would be to the advantage of the physically handicapped person, and to study the possibility of using a lump-sum payment of compensation as a means of rehabilitation such as the establishing of a disabled worker as proprietor and manager of a small mercantile or service business. A similar practice is followed to some extent in a number of other States. In New Jersey, where a State commission for rehabilitation was established prior to the passage of the Federal act, primarily for the purpose of providing specialized therapeutic treatment to the victims of industrial accidents, physical restoration has played a leading role with considerable emphasis on placement. In Illinois a special appropriation for the purchase of artificial limbs has given more than usual emphasis to this phase of the program.

Difficulties and limitations.—The chief difficulties and limitations encountered in carrying out the purposes of the vocational rehabilitation program may be divided into those which apply to individual States and those which apply to the program as a whole. A study of the former reveals that the difficulty most frequently experienced by the States is a lack of adequate funds. The budgets in 22 States are reported as insufficient to meet the needs of the rehabilitation service. Personnel problems are encountered in 18 States. In 12 States the personnel is considered inadequate to serve the handicapped population of the State while in two States the staffs are so large that the administrative expenses are considered excessive. In four States the personnel problem is not one of numbers, but one of lack of necessary qualifications for rendering satisfactory service.

The problems which are more general in the country are twofold: The first has to do with the preparation of handicapped persons for employment, and the second is encountered in securing employment after preparation has been completed. In most of the States, aside from schools for the blind and deaf and a few local schools or classes for physically handicapped children, the special educational facilities needed for the basic education and prevocational training of handicapped children are lacking. Furthermore, the types of vocational education courses available in the public schools are seldom adaptable to the requirements of either the handicapped child or the disabled adult. Thus, one of the major problems is that of securing, either in private trade and commercial schools or in private business establishments, shops, and factories, the type and character of training required.

Increasing competition for jobs is tending toward the exclusion of an increasing number of the handicapped. The time is approaching when industry and commerce will employ only the most highly trained, skillful, and less seriously disabled. This tendency has been accentuated in most States through laws intended to promote social and economic security. No provision is made in a number of States under workmen's compensation laws for payment of benefits to employees who suffer a second injury or disability in the course of employment. Lack of such provision increases the difficulty of placing physically handicapped workers in employment.

Progress of program.—During the fiscal year ending June 30, 1939, 10,747 physically handicapped persons were rehabilitated, that is, they were prepared for and placed in suitable remunerative employment. This represented a gain of 9.2 percent over the number for the preceding year and a gain of 33½ percent during the last 5 years. Thirty-seven States showed increases in numbers rehabilitated, and 29 States reported increases in the number of cases receiving rehabilitation service. The number of cases receiving service at the

end of the fiscal year in the entire country increased from 37,681 in 1934 to 46,750 in 1939, an increase of 24 percent. These increases in number of rehabilitations and number of cases served have not been accompanied by any sacrifice in quality of work in favor of larger numbers as is shown by the proportion of cases rehabilitated through training. Of the cases rehabilitated in 1939, 71.7 percent had received training, whereas only 50 percent of those rehabilitated in 1934 had the advantage of this superior type of service. Further evidence of the expansion of the program is found in the increase in the number of persons comprising the professional staffs in the States. The State personnel engaged in the rehabilitation work increased from 177 in 1933 to 329 in 1939.

Trends in rehabilitation.—There is a trend toward broadening the rehabilitation service to include more persons having organic disabilities, such as cardiac and pulmonary tuberculosis, and a larger number with sensory disabilities, such as defective sight and hearing. A few States are considering the extension of rehabilitation service on an experimental basis to those who can be employed only under sheltered conditions, and to those who are home-bound.

Special service for the blind and partially sighted.—An act of Congress, commonly known as the Randolph-Sheppard Act, authorizes the operation of stands by blind persons in Federal buildings and places responsibility on the United States Office of Education for the following:

1. Designation of State commissions of the blind, or other public agencies to license blind persons to operate vending stands in Federal buildings for the sale of confections, tobacco products, newspapers, periodicals, etc.
2. Making surveys of concession stand opportunities for blind persons in Federal and other buildings in the United States.
3. Making surveys throughout the United States of industries with a view to obtaining information that will assist blind persons to obtain employment.

This program is new. To the present time the efforts of the limited personnel of the Federal office have been largely, but not wholly, devoted to the promotion of a program of vending stands for the blind.

A total of 45 agencies have been authorized by the rehabilitation division of the United States Office of Education to license blind persons to operate vending stands in Federally owned buildings. In 9 States and the District of Columbia the designated agency is the vocational rehabilitation department, while in 34 States and Hawaii, commissions or other special agencies for the blind and public-welfare agencies have been appointed.

At the close of the fiscal year of 1939, 250 stands in Federal buildings were being operated by blind persons. As a result of the impetus given this type of service through Federal activity many more stands have been placed in non-Federal buildings. Estimates place this number at not less than 500. Through a central State control system of operation of such stands, as recommended by the Federal office, the sales of many stands have greatly increased. In some instances the increase has been as much as sixfold. The District of Columbia furnishes a good example of the possibilities of well-equipped stands under good management. Twenty-one stands in Federal buildings are yielding a combined net annual income of \$42,000 to the blind operators.

In a number of States the State board of education is responsible in whole or in part for the operation of the State schools for the blind as well as State schools for the deaf. More extensive treatment of this topic is given in another bulletin of this series (U. S. Office of Education Bulletin 1940, No. 6, Monograph No. 10).

Under the State department of education in Massachusetts the division of the blind maintains a register of the blind; promotes sight-saving classes and prevention of blindness. For the adult blind alone, it provides vocational guidance with shop and home training; finds employment in industry; develops home industries by loaning equipment and marketing products through its salesrooms and in other ways; maintains work shops; grants financial aid to the needy blind; distributes Government-owned talking book machines; and places blind persons in vending stands. Similar programs, not quite so wide in scope, are administered by the State departments of education in Alabama, Kentucky, and Rhode Island.